DOCUMENT RESUME

ED 026 701 EA 001 333

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The Multi-County Regional Educational Service Agency in Iowa. Part I, Section 2 (Chapters V-XII), A Proposal for the Establishment of a Network of Multi-County, Regional Educational Service Agencies in the State of Iowa. Final Report.

Iowa Univ., Iowa City. Iowa Center for Research in School Administration.; Linn County Board of Education, Cedar Rapids, Iowa.

Spons Agency-Office of Education (DHEW), Washington, D.C. Bureau of Elementary and Secondary Education.

Report No-DPSC-66-980; ESEA-Title-3

Pub Date Sep 67

Grant-OEG-3-6-000980-1701

Note-261p.

EDRS Price MF-$1.00 HC-$13.15

Descriptors-Boards of Education, *County School Systems, Financial Support, *Intermediate Administrative Units, *Regional Programs, School Administration, School Districts, *School Redistricting, School Superintendents, Special Services, State Departments of Education, *State Legislation

Based upon the historical review and case studies reported in the first section, section II develops a rationale for restructuring the county school system or middle echelon unit of school administration in the State of Iowa and for determining the need for a unit of school government operating between local school districts and the State educational agency. Three questionnaires submitted to county school superintendents and consulations with selected educators provided the basic data utilized in the study. Focusing on the practicability of a multicounty service agency program for Iowa, the report is divided into seven chapters: (1) The historical development and current status of the county unit of school administration in Iowa, (2) the major needs of local school districts in the State creating the need for a restructured educational service agency, (3) proposed criteria for the establishment of multicounty regional educational service agencies, (4) the role and function of such agencies, (5) their governance and financing, (6) major benefits to be derived from the establishment of a network of such agencies, and (7) a proposed State legislative action program. Documents EA 001 332 through 001 336 report the findings of a single study funded under Title III of ESEA. (JK)

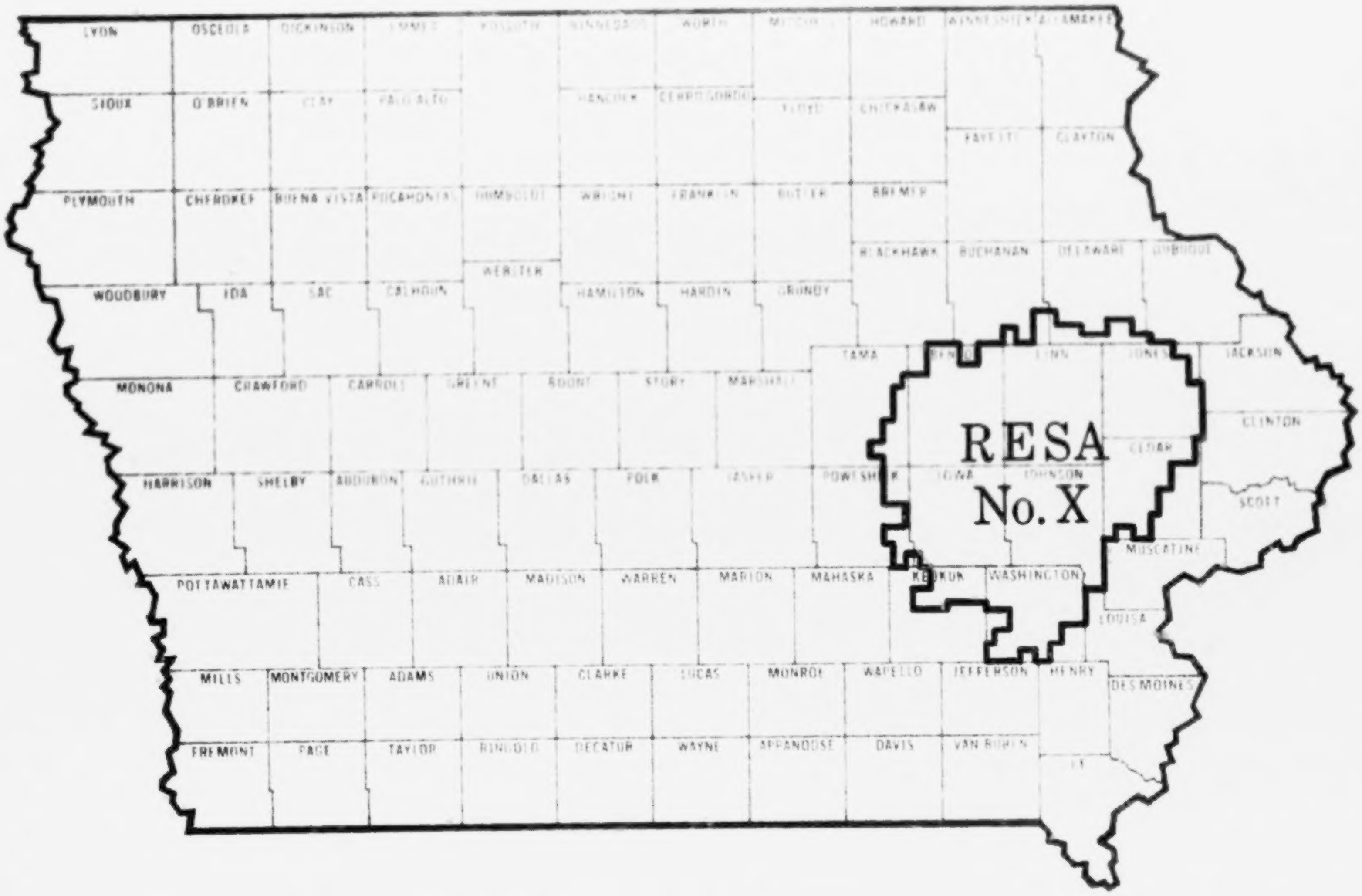
ED026701

THE MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY IN IOWA

Part I: Final Report

SECTION TWO (CHAPTERS V-XII)

A PROPOSAL FOR THE ESTABLISHMENT OF A
NETWORK OF MULTI-COUNTY, REGIONAL EDUCATIONAL
SERVICE AGENCIES IN THE STATE OF IOWA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Prepared by

The Iowa Center For Research In School Administration
College of Education, The University of Iowa

For the

Linn County Board of Education, Cedar Rapids, Iowa

EA 001 333

THE MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY IN IOWA

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Cedar Rapids, Iowa

September, 1967

The research herein was conducted under Grant No. OEG-3-6-000980-1701, Innovative Centers Branch Office of Education, U.S. Department of Health, Education, and Welfare

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SECTION TWO

A PROPOSAL FOR THE ESTABLISHMENT OF A NETWORK OF MULTI-COUNTY, REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA

TABLE OF CONTENTS

CHAPTER PAGE

V INTRODUCTION 193

Purpose of the Study 193
Procedures Used in the Study 194
Organization of Section Two of the Report 196

VI THE HISTORICAL DEVELOPMENT AND CURRENT STATUS OF THE COUNTY UNIT OF SCHOOL ADMINISTRATION IN IOWA 197

Introduction 197
History of the County School System in Iowa 197
Legal Powers and Duties of County Boards of Education and County Superintendents of Schools 210
Previous Studies of the County School Systems in Iowa . . . 217
Selected Characteristics of County School Systems 235
Recent Developments in County School System Administration 270

VII THE MAJOR NEEDS OF LOCAL SCHOOL DISTRICTS IN THE STATE OF IOWA CREATING THE NEED FOR A RESTRUCTURED EDUCATIONAL SERVICE AGENCY . . . 289

Introduction 289
An Overview of the Task of Public Education 289
A Review of the Literature on Adequate School District Size 298

Selected Characteristics of Local School Districts in Iowa 317
Evidences of Existing Inadequacies of Educational Opportunities in Iowa Creating a Need for Multi-County Regional Educational Service Agencies 347
Alternative Approaches for the Improvement of Education in Iowa 362

TABLE OF CONTENTS (Continued)

CHAPTER PAGE

VIII PROPOSED CRITERIA FOR THE ESTABLISHMENT OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA 365

Introduction 365
A Description of the Proposed Criteria 365
  Minimum Public School Enrollment 366
  Minimum Assessed Valuation 368
  Maximum Driving Time 369
  Minor Criteria 369
A Comparison of the Proposed Criteria for Establishment to Those Presented in the Literature 370
The Application of the Proposed Criteria to the Geographic Boundaries of Area Community College, Area Vocational-Technical Districts 370

IX THE ROLE AND FUNCTION OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA 378

Introduction 378
An Overview of the Present Division of Educational Functions in Iowa 379
  Educational Programs and Services for Elementary and Secondary Age Group 379
  Post High School Age Group 380
A Proposed Rationale for the Allocation of Educational Functions 382
  Basic Assumptions 383
  Recommended Basic Principles for the Organization and Administration of the State School System 384
The Proposed Allocation of Functions 385
The Proposed Role and Function of Multi-County Regional Educational Service Agencies 387
  Articulative Functions 387
  Coordinative Functions 388
  Supplementary Service Functions 388
  Philosophical Guidelines 389
The Place of the Multi-County Regional Educational Service Agency in the State System of Public Education 390
The Attitudes of Selected Educators in Iowa on the Allocation of Educational Functions 392

TABLE OF CONTENTS (Continued)

CHAPTER PAGE

X THE GOVERNANCE AND FINANCING OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA 407

Introduction 407
The Governance of Multi-County Regional Educational Service Agencies 407
Desirable Characteristics of Governance 407
Major Alternatives for Iowa 408
Proposed Criteria for Governance 417
The Financing of Multi-County Regional Educational Service Agencies 418
Desirable Characteristics of Financing 418
Proposed Criteria for Financing 418

XI MAJOR BENEFITS RESULTING FROM THE ESTABLISHMENT OF A NETWORK OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA . . 422

Introduction 422
Major Benefits 423
Protect and Promote Local Control and Local Determination in Public Education 423
Equalize and Extend Educational Opportunities 423
Assure Economical and Efficient Operation of Many Educational Programs 424
Improve the Quality of Many Educational Programs . . . 424
Provide a Needed Change Agent in Education 425
Promote the Restructuring of School Government Consistent With Developments in the Public and Private Sectors 425
Improve the Coordination of Local, Regional, and Statewide Educational Planning 427

XII A PROPOSED STATE LEGISLATIVE ACTION PROGRAM . . . 428

Introduction 428
A Summary of the Criteria Concerning the Establishment, Role and Function, and Governance and Financing of Multi-County Regional Educational Service Agencies in Iowa as a Basis for a State Legislative Action Program 428

TABLE OF CONTENTS (Continued)

CHAPTER PAGE

Criteria Relating to Establishment 429
Criteria Relating to Role and Function 430
Criteria Relating to Governance and Financing 431
Needed Changes in Existing Legislation 432
Role of the State Board of Public Instruction and the State Department of Public Instruction During the Transition Period 436
A Proposed Public Information Program 437
The Need for a Public Information Program. 437
Elements of a Public Information Program 437
The Organization of a State Public Information Committee 438
Recommended Activities of the Committee 439
A Proposed Timetable for Major Committee Activities. . 441

LIST OF TABLES

NUMBER		PAGE
11	Number of Public School Districts Per County School System 1966-67	236
12	Number of High School Districts Per County 1966-67	237
13	Summary of Public and Non-Public School Enrollment in Iowa September 15, 1966	238
14	Total Public School Enrollment by County Systems September 15, 1966	239
15	Number of County School Systems Per Non-Public K-12 Enrollment Category 1966-67	240
16	County School System Assessed Valuation Per Student in Average Daily Attendance 1965 Assessed Valuation and 1965-66 ADA	240
17	County Boards of Education Dollar Levies 1966	241
18	County Boards of Education Mill Levies 1966	242
19	County Boards of Education Dollar Levies (1965) Per Student in Average Daily Attendance (1965-66)	243
20	Expenditures of County School Systems, by Category January 1, 1965 - December 31, 1965	244
21	Receipts of County School Systems From County, State and Federal Sources January 1, 1965-December 31, 1965	247
22	Pupil and Staff Personnel Services and Programs 1966-67	250
23	Pupil and Staff Personnel Services and Programs 1966-67	253
24	Administrative Service and Programs 1966-67	254
25	Administrative Service and Programs 1966-67	255
26	Number and Salary Costs of Administrative and Secretarial Personnel (Full-Time Equivalency) of County School Systems in Iowa 1966-67	260

LIST OF TABLES (Continued)

NUMBER PAGE

27 Number and Salary Costs of Special Service Personnel (Full-Time Equivalency) of County School Systems in Iowa 1966-67 261

28 Number and Salary Costs of Regular Educational Personnel (Full-Time Equivalency) of County School Systems in Iowa 1966-67. 262

29 Number and Salary Costs of Special Education/ Instructional Personnel (Full-Time Equivalency) of County School Systems in Iowa 1966-67 263

30 Per Cent of County School System Personnel Spending Less Than Twenty-Six Per Cent or More Than Seventy-Five Per Cent of Their Time Performing Specified Functions 1966-67. 264

31 Number and Salary Cost Totals of County School System Personnel (Full-Time Equivalency) 1966-67 . . . 268

32 Summary of County School System Personnel (Full-Time Equivalency) and Salary Data 1966-67 269

33 Approved Mergers of County School Systems July 1, 1967 273

34 Number of Multi-County Special Education Programs 1966-67 276

35 Number of Counties Engaged in Joint Employment of County Superintendent of Schools 1966-67 279

36 Allocation of Title II Funds, Elementary and Secondary Education Act of 1965 (1966-67) 285

37 Approved Title III Projects, Elementary and Secondary Education Act of 1965 (1966-67) 287

38 New Title III Projects, Elementary and Secondary Education Act of 1965 (1967-68) 288

39 Total Public School Enrollment September, 1955, to September, 1966 318

LIST OF TABLES (Continued)

NUMBER PAGE

40 Number and Per Cent of High School Districts in Iowa by Enrollment Categories 1966-67 320

41 Reduction in the Number of School Districts in Iowa Through Reorganization 1952-67 323

42 Number of Units Offered by High Schools of Various Enrollment Sizes 1965-66 326

43 Number of Course Offerings in Iowa High Schools by Subject-Matter Areas 1965-66 327

44 Guidance Programs in Iowa High Schools 329

45 Distribution of Guidance Programs by High School Enrollment Size 1966-67. 330

46 Special Education Programs in Iowa Schools 1965-66 . . . 331

47 Personnel in Special Education Programs 1965-66 331

48 Per Cent of Graduates From Iowa High Schools Pursuing Post High School Education, Class of 1965 333

49 Comparison of Ages of Classroom Teachers in Iowa by Sex and Marital Status 1966-67 334

50 Tenure and Total Experience of Iowa Classroom Teachers in Terms of Sex and Marital Status 1966-67 . . 336

51 Salaries of Iowa School Personnel 1966-67 339

52 Assessed Valuations Per Child in Average Daily Attendance 1965-66 341

53 Total Millage for Iowa Schools 1965-66 342

54 Variation in Tax Rates by Size of Iowa Schools 1965-66. . 343

55 Changes in Significant Factors Relating to Iowa Schools 1955-56 to 1965-66 344

56 Source of School Support 1965-66 345

LIST OF TABLES (Continued)

NUMBER PAGE

57 Analysis of 1967 School Aid Bill 347

58 Obstacles, Problems or Limitations Faced by Local Districts in Providing Quality Educational Programs as Perceived by the Superintendents of Local Districts in RESA No. X 350

59 Obstacles, Problems or Limitations Faced by County Education Agencies in Providing Quality Educational Programs as Perceived by the Superintendents of Local Districts in RESA No. X 356

60 Obstacles, Problems or Limitations Faced by the State Department of Public Instruction of Iowa in Providing Quality Educational Programs as Perceived by the Superintendents of Local Districts in RESA No. X 360

61 Data on the Organized Area Community College, Area Vocational-Technical Districts Illustrating the Three Major Criteria Proposed in the Study 373

62 Data on the Organized Area Community College, Area Vocational-Technical Districts Illustrating the Two Minor Criteria Proposed in the Study 374

63 Application of the Major Criteria to Organized Area Community College, Area Vocational-Technical Districts 376

64 Application of Minor Criteria to Organized Area Community College, Area Vocational-Technical Districts 377

65 The Allocation of Educational Functions. A. Administrative Tasks, Programs, and/or Services of Local School Systems 394

66 The Allocation of Educational Functions. B. Curricular and Instructional Tasks, Programs, and/or Services of Local School Systems 396

LIST OF TABLES (Continued)

NUMBER		PAGE
67	The Allocation of Educational Functions. C. Staff and Student Personnel Tasks, Programs, and/or Services of Local School Systems	398
68	The Allocation of Educational Functions. D. Special Education Tasks, Programs and/or Services of Local School Systems	400
69	The Allocation of Educational Functions. E. Research and Development Tasks, Programs and/or Services of Local School Systems	402
70	Alternate #1: Advantages of Creating One Board to Govern the Merged-County Regional Educational Service Agency and the Area Community College, Area Vocational-Technical Districts	411
71	Alternate #1: Disadvantages of Creating One Board to Govern the Merged-County Regional Educational Service Agency and the Area Community College, Area Vocational-Technical Districts	412
72	Alternate #2: Advantages of Creating a Separate Board to Govern the Merged-County Regional Educational Service Agency	414
73	Alternate #2: Disadvantages of Creating a Separate Board to Govern the Merged-County Regional Educational Service Agency	415
74	Proposed Timetable of Major Activities of the State Public Information Committee October, 1967 - July, 1969	442

LIST OF FIGURES

FIGURE		PAGE
3	Percentage Distribution Expenditures of County School Systems, by Category January 1, 1965-December 31, 1965	246
4	Percentage Distribution of Receipts of County School Systems, From County, State, and Federal Sources January 1, 1965 - December 31, 1965	248
5	Approved Merged-County School Systems July 1, 1967	274
6	Multi-County Special Education Programs 1966-67	278
7	Joint Employment of County Superintendents of Schools 1966-67	280
8	Area Community College, Area Vocational-Technical Districts July, 1967	282
9	County School Systems Serving as Area Depositories for Curriculum Aids and Equipment Used by Handicapped Children 1966-67	283
10	County School Systems Serving as Regional Subagencies for the Administration of Title II Funds, Elementary and Secondary Education Act of 1965, Fiscal Year 1967	286
11	Number of High School Districts Per County 1966-67	324
12	Area Community College, Area Vocational-Technical Districts July, 1967	371
13	The Major Area of Responsibilities of the Four Major Elements of the State System of Public Instruction in Iowa 1966-67	381
14	The Proposed Allocation of Educational Functions in Iowa	386
15	The Place of Multi-County Regional Educational Service Agencies in the State System of Public Instruction	391

CHAPTER V

INTRODUCTION

Section One of this report presented a review of the literature concerning the intermediate unit of school administration in the United States. Emphasis was directed toward the historical development of this unit, its current status in the several states, the basic needs for the unit, benefits to be derived, and desirable characteristics of an effective intermediate unit, as identified by writers in the field of educational administration.

A description and analysis of nationally recognized intermediate units was also undertaken. Primary attention was directed toward the organizational and administrative structure, current programs and services, financial and staffing characteristics, and the legal framework under which these units function.

Section Two focuses on the proposed creation of a statewide network of multi-county regional educational service agencies in the state of Iowa.

Background for the creation of the network is based on an examination of the historical development and selected characteristics of the county unit of school administration in Iowa as it exists today. The need for the establishment of a network of multi-county regional educational service agencies is considered, as are the proposed criteria, role and function, governance and financing, and resulting benefits to public education.

I. PURPOSE OF THE STUDY

The purpose of Section Two of this report is to examine the historical development and current status of the middle echelon unit of school administration in the state of Iowa - - the county school system--and to determine the needs which have developed in recent years for a unit of school government operating between local school districts and the state educational agency.

Examination of the existing structure and present role and function of this unit, along with an examination of the needs of public education in Iowa, will serve as a basis for arguments concerning the desirability of maintaining the unit in its present form, eliminating it, or restructuring it as a more broadly conceived unit of school administration.

If this unit of school administration is to be restructured, it is of vital concern that this process not be done in a haphazard or ill-planned manner. Thus, another purpose of this study is to consider criteria for the development of a network of middle echelon agencies in the state. The role and function, governance, and financing of these units become important questions of the study.

Still another purpose of this study is the examination of possible benefits resulting from a restructuring of the county unit.

Existing statutory provisions and policies of the State Board of Public Instruction permit the merger of county school systems. However, questions concerning the implementation of a network of multi-county regional educational service agencies along the lines of proposed criteria exist. Thus, a final purpose of this study is to consider a state legislative action program for their establishment.

II. PROCEDURES USED IN THE STUDY

The basic procedures used in this study were: (1) a review of the literature pertaining to the intermediate unit of school administration in the United States and in the state of Iowa, (2) the use of questionnaires, and (3) consultation with selected educators in the field of educational administration and other disciplines.

The related research concerning the development and present status of the intermediate unit of school administration in the United States as a whole, in selected states recognized to have exemplary units, and in Iowa, was a major source of data for much of this report. These sources provided information concerning the need for the intermediate unit, the role and function that these units typically play in the state system of education, the programs and services normally provided by intermediate units to constituent local school districts and to the state educational agency, and recommended criteria for the establishment of adequate intermediate units.

The use of related research is predicated on the assumption that basic principles of educational administration which have been found to be sound in practice should be considered in any plan of organization and administration of a unit of school government.

Much of this study uses normative-survey research techniques in which questionnaires were employed to secure data. Three questionnaires were utilized in the study.

The first provided information on the selected characteristics of the existing county unit of school administration in Iowa. The questionnaire was submitted to county superintendents of schools and was designed to provide the following information concerning each county school system in the state: (1) financial characteristics, (2) enrollment characteristics, (3) current programs and services to constituent local school districts, (4) personnel employed, and (5) the percent of time spent by personnel in the performance of various activities.

The second questionnaire provided information on the advantages and disadvantages of two alternative methods for the governance of multi-county regional educational service agencies in Iowa as perceived by selected educators in the state.

The final questionnaire provided information on two important considerations in the study. The first related to the major problems, obstacles, and limitations of local school districts, county school systems, and the state educational agency in providing quality educational programs. The perceptions of a sample group of superintendents of local school districts and county school systems, and selected personnel of the State Department of Public Instruction were secured. The second portion of the questionnaire secured the opinions of respondents concerning which educational unit should have major responsibility and which unit should serve in a major supportive and/or consultative role for the provision of a selected number of educational programs and services of local school districts. The reason, or reasons, for the choice were also secured.

Specific procedural matters concerning the three questionnaires are found in the chapters in which they are reported. The questionnaires are found in Appendices A, B, and C, respectively.

The opinions of concerned educators were sought in this study due to a lack of empirical data concerning the structuring of multi-county regional educational service agencies. The use of the normative-survey research technique is predicated on the basic assumption that superintendents of local school districts and county school systems, personnel of the State Department of Public Instruction, and other educators in the state are capable of making sound judgments and recommendations concerning the topics included in the questionnaires, and that a consensus of these judgments and recommendations is an adequate basis for testing many of the concepts developed in this study.

III. ORGANIZATION OF SECTION TWO OF THE REPORT

Section Two of the report contains eight chapters. Chapter V, the present chapter, states the purpose of the study, and procedures used in conducting the study.

Chapter VI contains information concerning the historical development and current status of the county unit of school administration in Iowa. The legal powers and duties of county boards of education and county superintendents are discussed. Selected characteristics of county school systems relating to financial and enrollment features, the extent of staff and student personnel services performed, administrative services provided to local school districts, the functions performed for the State Department of Public Instruction, and the number and type of personnel employed are described.

Chapter VII is devoted to a consideration of the need for a network of multi-county regional educational service agencies in the state. An examination of the ability of local school districts and presently constituted county school systems to provide needed educational programs and services in a changing society form the basis for this discussion. The alternatives available to decision-makers in the state are also reviewed.

In Chapter VIII a set of proposed criteria for the establishment of a network of multi-county regional educational service agencies is recommended. These criteria are applied to the geographic boundaries of area community colleges, area vocational-technical districts as a "test of fit."

The proposed role and function of multi-county regional educational service agencies is reviewed in Chapter IX. Also highlighted is the relationship of this unit of school government in the state system of public education.

Recommendations related to the important considerations of the governance and financing of these new units of school administration receive attention in Chapter X.

Chapter XI is devoted to consideration of the major benefits to public education in Iowa resulting from the establishment of a statewide network of multi-county agencies.

The concluding chapter, Chapter XII, contains a recommended state legislative action program for the implementation of a network of regional educational service agencies in the state.

CHAPTER VI

THE HISTORICAL DEVELOPMENT AND CURRENT STATUS OF THE COUNTY UNIT OF SCHOOL ADMINISTRATION IN IOWA

I. INTRODUCTION

This chapter presents a review of the history of the county school system in Iowa from its inception to the present. The legal powers and duties of the county boards of education and county superintendents of schools are discussed. The chapter also includes mention of previous historical, categorical, and comprehensive studies relating to the county school system in Iowa.

Selected characteristics of the existing county system are described. These characteristics include enrollment and financial data, current services and programs of county units, and the number and type of personnel employed.

The chapter is concluded with a discussion of recent developments in county school system administration.

This description of the existing county school system serves as a background for the discussion of needed changes in the structure of this unit of school administration.

II. HISTORY OF THE COUNTY SCHOOL SYSTEM IN IOWA

Introduction

It is the purpose of this section to trace the development of the county school system in Iowa. Special emphasis is placed on the concept of the county as the intermediate unit of school organization.

As defined in Section One, the county school system in Iowa embraces all the public schools in the county, except independent and consolidated school districts that maintain four-year high schools. The county school system is governed by a county board of education. Any independent or consolidated district may become a part of the county school system upon the approval of the voters of the district, and after notifying the county superintendent, the state superintendent, and the county auditor.[1] Only 16 of the 455 public high school districts in the state in 1966-67 were not a part of a county school system.

The Iowa county school system includes local public school districts and the county intermediate district. The intermediate district, in this case a county school district, is an administrative organization that has been established and functions intermediately between the State Department of Public Instruction and local school districts. An intermediate district has been defined as "a unit of school administration that performs administrative and supervisory functions and provides supplemental educational services in a designated area comprised of two or more local administrative units."[2]

Throughout the United States, public education, since the adoption of the Constitution in 1789, has been clearly recognized and established as a state function. However, state school laws have encouraged the organization of small local school districts to which responsibility, in the main, was delegated by law for the direct operation of the schools. That this delegation of authority to local units did exist in Iowa is evidenced by the fact that, as early as 1857, nineteen years after the formation of the Iowa Territory (1838) and eleven years after Iowa became a state (1846),[3] there were 3,265 school districts in Iowa.[4] The number of local school districts under separate boards of education reached a maximum of 4,898 in 1901. In 1901, there were 12,623 one-room rural schools in operation in Iowa.[5] The need for a level of administration in an intermediate position between the state agency and local districts was soon recognized. Agitation for better supervision of schools resulted in the creation of the county superintendent of schools by law in 1858.[6] This action can be considered the beginning of the county school system in Iowa.

---

[1] Iowa Laws (1964), Chapter 273, Section 2.

[2] Shirley Cooper and Charles Fitzwater, County School Administration (New York: Harper and Brothers, 1954), p. 103.

[3] William J. Peterson, "History of Iowa," Iowa Official Register, 1965-66, p. 284.

[4] Department of Public Instruction, Biennial Report, 1873-75, p. 22.

[5] Ibid., 1910, pp. 14-15.

[6] Iowa Laws (1857-58), Chapter 52, Section 40.

A major function envisioned for this office was that of supplying the state superintendent with information on the condition of school buildings, school population enrollments, programs of study, teacher qualification, and expenditures for education. Without such information the state superintendent was aware that he faced an almost impossible task of providing constructive leadership for the state school system. Reports issued biennially by state superintendents from 1848 to date have included such data. Three other important reasons for the establishment of a county superintendent in 1858 were (1) to provide an official to examine and certify teachers, (2) to provide for the organization of in-service institutes for teachers, and (3) to provide active supervision, including visitation of schools, to the thousands of rural schools in a state where such services were not otherwise available.[1]

State school funds, made available to local districts, had to be accounted for. School district boundary lines had to be established and the inevitable controversies on school matters could not all be taken to the State Department of Public Instruction for settlement. There was also a need for a school official, more familiar with local school conditions than the state superintendent could possibly be, to insure that legal requirements concerning the organization and operation of schools were met.

Problems of school governance, such as those previously enumerated, made it essential that some form of organization be established between the state government and local school districts. Iowa, consistent with the pattern in many states, turned to the county as the logical level at which to establish an intermediate school district. The establishment of the county intermediate district as a part of the state system of education gave Iowa a three-level state school system.

Developmental Stages of School District Organization in Iowa

Truesdell identified five stages in the development of school district organization in Iowa as follows:

Period I - From 1830-1858. Districts had no legally defined dimensions.

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[1] Biennial Report, op. cit., 1857 (See also 1858 Biennial Report), State Superintendent M. E. Fisher discusses these problems in detail.

Period II - From 1858-1906. The period starts with the township law in 1858, encompasses the attempts of leaders to maintain and recreate adequate sized districts after the sub-district fragmentation law of 1872, and ends with the consolidation law of 1906.

Period III - From 1906-1922. Consolidation as a device for improving educational opportunity is born, produces a rash of small districts, and comes to an abrupt end.

Period IV - From 1922-1953. School districts remained unchanged in size.

Period V - From 1953-1965. Another period of reorganization, and hopefully realization.[1]

The history of the county school system in Iowa, somewhat paralleling Truesdell's five stages, will center around the following major topics: the development of school districts, the creation of the county superintendency and county board, and recent developments in the structure of county school systems.

The Development of School Districts. The Iowa Territorial Legislature of 1840 provided for the election of three township school inspectors at the regular election and charged them with the responsibility of dividing townships into school districts as deemed desirable.[2]

This law, in effect, provided for intermediate school officers at the township level between the local school district board of directors and the State Superintendent of Public Instruction. The school inspectors were mandated to:

1. Divide the townships into districts as needed (Section 8).
2. Examine and certify teachers; and issue certificates, if deemed desirable (Section 29).

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[1] Wayne P. Truesdell, "A History of School Organization and Superintendence in Iowa," (unpublished Doctoral dissertation, University of Iowa, Iowa City, Iowa, 1965), p. 216.

The citation of laws and Biennial reports of the Department of Public Instruction up to 1965 have generally been taken from Truesdell's dissertation, and credit is given in each citation.

[2] The Statute Laws of the Territory of Iowa (1840), (Iowa City: State of Iowa, 1840), Chapter 73, Section 23.

3. Visit all schools in the county at least twice each year, to inquire into the condition, examine the scholars, and give advice to the teachers and scholars as they shall deem proper (Section 31).[1]

Until the passage of the 1840 Act, school governance was rather informal and conducted as the citizens of local area determined. During the period prior to 1840, however, the Territory of Iowa was not without laws which could have been applied to the organization and administration of schools. For the area, concluding present-day Iowa, had been attached to the Territory of Michigan in 1834, for the purpose of temporary government, and the laws of that territory were extended to the newly settled area west of the Mississippi.[2] Acts had been passed in Michigan from 1827 to 1833 which were strongly influenced by New England school laws, and which, according to Aurner:

> ...made provision for the care of school lands, the organization of districts, for school support, for the schooling of children between the ages of five and fifteen, for township supervision and control, for the examination and employment of teachers, for the visitation of schools, and for a territorial superintendent of common schools.[3]

The 1840 Iowa Territorial Act, copied section by section from the Michigan law, included provisions for a superintendent of public instruction to whom the clerk of the district court in each county should report annually. Although a state superintendent was not appointed immediately following adoption of the new law, the clerk of the district court had, in a sense, become the first "county superintendent of schools," even though his duties were merely clerical in nature. In 1841 a state superintendent was appointed to fulfill the requirements of the law of 1840. The need was not to supervise schools, rather the duties were largely clerical, namely the sale of public land.[4]

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[1] Ibid., Chapter 73. (Truesdell, p. 169).

[2] Clarence R. Aurner, History of Education in Iowa (Iowa City: State Historical Society, 1914), p. 3.

[3] Ibid., p. 4.

[4] Laws of the Territory of Iowa (1840-1841), Chapter 46. (Truesdell, p. 101).

The first State Legislature in Iowa convened in 1846. The legislators maintained the township inspector system but reduced the number of inspectors from three to one.[1] The Second General Assembly, 1848-49, established a county school fund commissioner. He was an elected official whose principal function was that of administering the permanent school fund. The act providing for the county commissioner abolished the township inspector system and required local school district directors to assume the visitation and certification functions. The county commissioner was also empowered to form school districts.[2]

By 1850, State Superintendent Benton, among others, felt the need for better control over school district organization. He personally thought that the congressional township was not too large for school districts, but for political reasons, recommended to the legislature that a board of commissioners be appointed in each county to survey the county and lay it out in desirable school districts in a manner that would "promote the present and future interests of the inhabitants."[3]

Benton recommended that the districts should conform to section lines as practicable and that the plans should be filed in a county office. Elections were to be held by the county commissioners to establish districts.[4] The General Assembly did not immediately follow Superintendent Benton's recommendations, but in 1853 passed legislation that school district boundaries could only be changed after a vote of the electors.[5]

The Creation of the County Superintendency and County Board. The need for an intermediate school supervisor between the state office and the local district was evident by 1855. As early as 1850, State Superintendent Benton had despaired of carrying out the duties of his office, which included visiting every district each year.[1] In 1856, State Superintendent Eads had suggested that the office of county school fund commissioner be changed to that of county superintendent, that this new officer be expected to visit every school in his county once each six months, and that he "give general supervision in his county over all matters relative to the government, course of instruction, and general conditions of the schools and school houses in his county."[2]

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[1] Iowa Laws (1846-47), Chapter 99. (Truesdell, p. 196).

[2] Iowa Laws (1848-49), Chapter 80, Sections 13, 16, 17.

[3] Biennial Report, op. cit., (1848-1850), p. 57. (Truesdell, p. 227).

[4] Ibid.

[5] Iowa Laws (1853), Chapter 101, Section 1. (Truesdell, p. 227).

The growth of Iowa from 1847 to 1856, and the resulting number of children to be educated, was phenomenal. From 1848 to 1856 the number of ungraded schools had increased from 105 to 2,153, the number of teachers from 124 to 2,522, and the number of students enrolled from 7,077 to 59,014.[3]

Apparently the General Assembly was mildly aware of the growing need for better schools because it created a study commission in 1856, headed by the illustrious educator, Horace Mann. The report made to the General Assembly in the fall of 1856 emphasized the desirability of a county superintendent of schools. The report stated:

> In regard to county organizations, your commissioners have centered in one individual, the county superintendent, subject to some slight modifications by the superintendent of public instruction, all the actual power exercised for school purposes over the whole country.[4]

The recommendations of the Mann Commission were ignored by the Sixth General Assembly, much to the disappointment of State Superintendent Maturin L. Fisher. In his 1857 report to the legislature he termed the existing situation of rural schools as "derogatory to the state." There were "(1) districts without schools, (2) three-fifths of the children not in school, and (3) employment of teachers without examinations." A county superintendent appeared to be "the most effectual remedy for these discreditable evils."[5] Fisher outlined his concept of the responsibilities of the county superintendent to be:

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[1] Biennial Report, op. cit. (1847-49), p. 55. (Truesdell, pp. 107-108).

[2] Biennial Report, op. cit. (1856), p. 11. (Truesdell, p. 170).

[3] Biennial Report, op. cit. (1895), p. 14.

[4] Iowa Legislative Documents (1856), p. 196. (Truesdell, p. 171).

[5] Biennial Report, op. cit. (1857), pp. 15-16. (Truesdell, p. 172).

1. To establish school districts and determine their boundaries.
2. To examine teachers and grant certificates of qualification.
3. To visit every school in the county, at least twice during the year.
4. To prepare the statistical statements with regard to schools, and return them to the Superintendent of Public Instruction.
5. To make annually a general and detailed report of the condition of the schools in his county.
6. To perform such other duties as may be required of him by law.[1]

In addition to creating the office of county superintendent, Superintendent Fisher advocated the election of a committee in each township to give supervision to the schools and work with the county superintendent in improving educational opportunities within the township.[2]

Though ignored by the General Assembly in 1856-57, the recommendations of the Mann Commission became the basis of the comprehensive common school law of 1858. The office of county superintendent was then created.[3]

This law was declared unconstitutional in 1858. The Supreme Court ruled that authority to provide for schools in Iowa rested with a newly created Board of Education and not the General Assembly.[4] But the Board of Education gave its blessing to the office of county superintendent, and the officers elected in each county in 1858 continued, as indicated in the reports made to the State Superintendent in 1858.[5]

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[1] Ibid. (Truesdell, p. 172).

[2] Ibid.

[3] Iowa Laws (1858), Chapter 52. (Truesdell, p. 173).

[4] Supreme Court Reports (1858), Volume 7, pp. 262-263. (Truesdell, p. 173).

[5] Biennial Reports, op. cit. (1858), p. 19. (Truesdell, p. 173).

A new law equally comprehensive was passed by the legislature in 1862. This law provided for:

1. A county superintendent to be elected in each organized county in the state at the general election for a two-year term.

2. County superintendents to examine and certify teachers for each county.

3. County superintendents to have authority to revoke certificates.

4. County superintendents to report to the State Board of Education each October concerning conditions of the schools in each county.

5. The county superintendent to be the communication link between the State Department and local districts.[1]

Prior to 1906, county superintendents were certifying teachers without having been certified themselves. The Thirty-First General Assembly in 1906 for the first time established qualifications for the county superintendent. The law stipulated that he must have a first grade county certificate, or a life diploma.[2] By 1913 the statutes required the county superintendent to have a regular five-year state certificate, or a life diploma, and five years experience.[3] Since 1933 the county superintendent has had to meet the same requirements as a city superintendent, including for the first time, the necessity to be a college graduate.[4]

Although some changes have been made with regard to the office of county superintendent over the years, the framework designed in 1858 and reaffirmed in 1862 prevailed until 1945.

The changes from 1862 to 1945 did not basically alter the organization of the office of county superintendent, nor greatly change the overall duties he was given by law in 1862.

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[1] Iowa Laws (1862), Chapter 172, Sections 62-73. (Truesdell, pp. 174-175).

[2] Iowa Laws (1906), Chapter 122, Section 2. (Truesdell, p. 183).

[3] Iowa Laws (1913), Chapter 107. (Truesdell, p. 183).

[4] Iowa Laws (1933), Chapter 5, (Truesdell, p. 183).

The 1858 law had vested supervision of the schools in the county to the county superintendent and the local school district board of directors.[1] The State Board of Education failed to include visitation in the county structure it provided after the law was declared unconstitutional. Nor was the function of visiting schools included in the 1864 law, despite the fact that the Secretary of the State Board of Education, Thomas H. Benton, had apprised the Board of the sentiment of educational leaders in favor of this important function.[2] However, mention of visitation of schools was made in the law passed in 1864,[3] and the wording in the Code of Iowa in regard to this responsibility remained practically unchanged through 1964.

From 1858 to 1882 the county superintendent was the only officer with authority to examine teachers and issue certificates. In 1882 the State Board of Educational Examiners was created and shared the certification role with the county superintendents, the State Board being primarily involved with certifying the few college prepared teachers, who were teaching in the public schools. In 1906 certification was turned over to the Board of Educational Examiners, the county superintendent still retaining the function of administering the examinations.[4] Since 1945 the county superintendent's role is to check teacher qualifications merely to ensure that all teachers in the county are certified and approved.[5]

The first transportation law was passed in 1897. It allowed the local board "when there will be a saving of expense, and the children will also thereby secure increased advantages" to arrange and pay full pupil transportation costs.[6] In 1900 the General Assembly legislated to allow districts to levy no more than five dollars per pupil for transportation costs.[7] County superintendents and boards have through the years had a major role in approving transportation arrangements.

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[1] Iowa Laws (1858), Chapter 52, Section 47.

[2] Legislative Documents (1861-62), pp. 14-15.

[3] Iowa Laws (1864), Chapter 102.

[4] Truesdell, op. cit., p. 124.

[5] Code of Iowa (1966), Section 260.20.

[6] Iowa Laws (1897), Section 277.4. (Truesdell, p. 280).

[7] Iowa Laws (1900), Chapter 108. (Truesdell, p. 280).

The first law that could legitimately be called a consolidation law was passed in 1906. Districts organized under this law could contain no less than sixteen sections of land. To effect an organization, rural and urban voters were required to vote separately, and each group had to favor the proposed organization for the election to carry.[1] From 1906 to 1947 county superintendents assisted local districts in the consolidation of more than 424 school districts under the law of 1906.[2] In 1947 a five-year moratorium was legislated and newly created county boards of education were instructed to make comprehensive county-wide surveys to establish a sound basis for further consolidation.[3]

Legislation was passed in 1919 which prevented schools from operating if the average daily attendance for the preceding year was less than five pupils.[4] The directors of such schools were required to close the schools and arrange to pay tuition and transportation to other schools. In 1945 the General Assembly enacted a law permitting directors to close rural schools if the cost of tuition to another school would be no greater than the per-pupil costs of operating the rural school.[5]

The general supervision of all school closings and designating pupils was given to county superintendents and, after 1947, also to county boards of education. The importance and immensity of this task is attested to by the fact that in the school year 1953-54 alone, there were 43,930 rural students in other than their own district schools.[6]

It was not until 1947 that Iowa law provided for the County Board of Education.[7] The most important educational legislation enacted by the 1947 Fifty-Second General Assembly was to create county school boards and charge them with the responsibility of conducting comprehensive studies within each county for the purpose of establishing plans for reorganization of local school districts. Detailed instructions were incorporated into the law in an attempt to ensure that planning would be comprehensive and that hearing would be held for individuals and school district officers of districts affected by proposed plans. The county superintendent was named executive officer of the county board and the major responsibility for conducting the studies rested with this officer. The General Assembly declared a moratorium on school consolidation until 1953, a period of six years, to provide ample time for master plans covering the whole state to be drawn.[1]

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[1] Iowa Laws (1906), Chapter 143. (Truesdell, p. 286).

[2] Biennial Report, op. cit. (1950-1952), p. 206. (Truesdell, p. 296).

[3] Iowa Laws (1947), Chapter 150, Section 4. (Truesdell, p. 296).

[4] Iowa Laws (1919), Chapter 143, Section 7. (Truesdell, p. 209).

[5] Iowa Laws (1945), Chapter 127. (Truesdell, p. 312).

[6] Biennial Report, op. cit. (1954), pp. 84-85. (Truesdell, p. 313).

[7] Iowa Laws (1947), Chapter 150. (Truesdell, p. 313).

In 1953 the legislature moved forward the plans of the 1947 General Assembly by enacting a law which stated in part:

> It is hereby declared to be the policy of the state to encourage the reorganization of school districts into such units as are necessary, economical and efficient and which will insure an equal educational opportunity to all children in the state.[2]

On July 1, 1953, there were still 3,663 non-high school districts and 836 high school districts in Iowa. Only 32.7 per cent of the land area of the state was included in high school districts and the median total graded school enrollment was 250 pupils.[3] By July 1, 1964, only 202 one or two-room rural schools remained in operation. They enrolled only 1,613 pupils, an average of eight pupils per school. In the eleven-year period, median school district size rose from 20 to 97 sections, and 88.7 per cent of all land was included in high school districts. The median total graded school enrollment rose from 250 to 686 pupils.[4]

But the Sixty-First General Assembly convening in 1965 realized that the task of closing rural schools was not yet sufficiently completed. The legislature declared:

> If any area of the state is not a part of such district (high school) by April 1, 1966, or is not included in a reorganization petition...

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[1] Iowa Laws (1947), Chapter 150. (Truesdell, p. 216).

[2] Iowa Laws (1953), Chapter 117, Section 1. (Truesdell, p. 315).

[3] Biennial Report, op. cit., 1954. (Truesdell, p. 318).

[4] Data on Iowa Schools, op. cit. (1965), pp. 24, 28, 29. (Truesdell, pp. 316-318).

> the area shall be attached by the county board of education to a district, or districts maintaining twelve grades, such attachment to become effective July 1, 1966...[1]

As of July 1, 1966, all land in Iowa, except for a few districts involved in appeals, was in high school districts. A giant step had been taken in Iowa school organization in a little less than twenty years. County superintendents and county boards of education were very instrumental in accomplishing major school district reorganization in Iowa.

Recent Developments in the Structure of County School Systems. The Sixty-First General Assembly was very rightfully called an "education" legislature. Not only did it provide for all land to be in high school districts, as noted earlier, but it passed several other school acts which set the stage for advancing education in Iowa. Not the least of these was the permissive provision to increase the area and thereby the potential scope of the intermediate unit. This was accomplished by amending Chapter 273 as follows:

> County boards of education, in any two or more adjacent counties, may, by the concurrent action of the respective boards of directors at their regular meeting in July, or at special meetings thereafter, called for that purpose, merge the respective county school systems into one school system...[2]

The law required that proposed mergers be approved by the State Board of Public Instruction. This Board adopted a policy position to approve only those mergers of county systems only within the geographic boundaries of the created areas for community colleges and area vocational-technical districts which blanketed most of the state.

Summary

Iowa became a territory in 1838. For the next two years the school laws of the Territory of Michigan were applied to education in Iowa. In 1840 the territorial legislature provided for township school inspectors to form and oversee local districts.

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[1] Iowa Laws (1966), Chapter 275, Section 1.

[2] Iowa Laws (1966), Chapter 273, Section 22.

Iowa became a state in 1846, but it was not until 1858 that the office of county superintendent, as we know it today, was created. The act creating the county superintendency provided Iowa with a three-echelon state system of education which structurally has been changed little over the years. Two of the greatest changes in the middle echelon were: the provision for a county board of education in 1947, and permissive legislation, in 1965, allowing county school systems to merge.

Historically, the primary functions of the county intermediate unit in Iowa have been supervision of schools within the county school system, overseeing the organization and reorganization of school districts, and providing a communication link between state educational agency and local school districts. It appears that the latter two functions will continue to be legitimate functions of an intermediate unit in Iowa. In recent years, and especially following school reorganizations in the 1950's, the county intermediate unit has provided services to local school districts. This function, particularly in view of the fact that multi-county school systems are being formed as regional service agencies, will be extended with the potential result of increasing and equalizing educational opportunities for all school children in Iowa.

III. LEGAL POWERS AND DUTIES OF COUNTY BOARDS OF EDUCATION AND COUNTY SUPERINTENDENTS OF SCHOOLS

Introduction

As indicated previously, the county superintendency was created in 1858. Not until 1947 did the Iowa General Assembly provide for a county board of education.

An act of the 1965 legislature made it possible for two or more adjacent counties to merge, thereby permitting the formation of Joint-County School Systems having a single governing board, a single tax base, and one superintendent as executive officer of the merged system. Single-county boards consist of five members while joint-county boards include seven members. In either case the term of office is for six years.

The purpose of this chapter is to describe the legal powers and duties of county and joint-county school boards as well as to outline the powers and duties of the executive officer of the board, the county superintendent.

Legal Powers and Duties of County Boards of Education

Relatively few realize the potential scope and function of the existing county boards of education. This is due in large measure to the fact that county boards in Iowa are relatively a new phenomenon, created by legislative fiat as recently as 1947.

The powers and duties of the county board of education are stated in the following manner:

> The county board shall exercise such powers as are specifically assigned to it by law. In general their powers and duties shall relate to matters affecting the county school system as a whole rather than specific details relating to individual schools or districts...[1]

The powers and duties of the county board of education, both general and specific, have been further enumerated by statue:

General Powers and Duties. The county board has been given the duty "after considering the recommendations of the county superintendent to exercise the following general powers :"

1. Determine and adopt policies for the efficient operation and improvement of the county school system.

2. Adopt rules and regulations for the operation of the county school system.

3. Adopt minimum standards for improving the county school system.

4. Perform duties as assigned by law which are not in conflict with powers and duties assigned to local boards, in order to improve the county school system and carry out the objectives and purposes of school laws of Iowa.[2]

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[1] Iowa Laws (1966), Chapter 273, Section 12.

[2] Ibid.

Specific Duties. The county board shall:

1. Appoint a county superintendent, fix his salary and travel expenses. Upon recommendation of the county superintendent, appoint an assistant county superintendent and, such other supervisory and clerical assistants, as deemed necessary.

2. Select a county attendance officer, if deemed expedient.

3. Approve the curriculum as recommended by the county superintendent.

4. Adopt textbooks and instructional aids for rural schools.

5. Purchase and provide general school supplies, school board supplies, and other materials as are necessary for the conduct of its office.

6. Where deemed expedient, establish, maintain, and adopt rules for county school libraries.

7. Enforce state laws and state department rules relating to pupil transportation to and from public schools.

8. Act with the county superintendent as an appeal board in and for all school districts of the county school system.

9. Cooperate with federal, state, county, and municipal agencies, and with local school officers of adjacent territory, in matters relating to the improvement of the educational program.

10. Adopt a budget between July 1 and July 15 annually and certify same to the county auditor. The county board of supervisors shall levy a tax for the amount certified.

11. Audit bills and pay approved claims.

12. With the assistance of the county superintendent and the cooperation of the boards within the county, plan and supervise school district reorganization. No reorganization elections may be held until the plans have been referred to and approved by the county board of education.

13. Publish annually a listing of bills and claims allowed.

14. In counties of more than 125,000 population, shall upon the request of the board of supervisors provide instructional programs for children of school age who are residents of county detention homes.[1]

Joint-County Boards of Education. Joint-county boards of merged county school systems enjoy the same privileges under the law and share the powers and duties given to single-county boards of education. There are, however, some sections of the Code of Iowa which specify powers and duties of joint-county boards of education. These are:

1. The joint board shall have the authority to rent or lease office facilities for a period not to exceed ten years. The board shall designate a central office and may designate branch offices. If the joint board cannot agree on the location of central and/or branch offices the state board shall designate.

2. The board is authorized to appoint advisory committees.

3. The joint board may: provide courses and services for physically, mentally and educationally handicapped, provide special and remedial courses and services, educational television, vocational rehabilitation training centers, workshops, and lease, acquire, maintain, and operate such facilities and buildings as deemed necessary to provide authorized courses and services and to administer such authorized programs.

4. The joint board may make application for, accept, and spend state and federal funds for programs approved by the state board.[2]

Legal Powers and Duties of the County Superintendents of Schools

As noted, the office of county superintendent was created in Iowa in 1858, eighty-nine years before county boards as such came into existence. In the early years the county superintendency was not truly a professional position. Superintendents tested and certified teachers, although they themselves were often not certified. The county superintendency was not a full-time position and the salary was negligible.

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[1] Ibid., Section 13.

[2] Ibid., Section 22.

The following quote from the Iowa Laws of 1882 demonstrates the point: "For the time necessarily spent in the discharge of his official duties, he shall receive the sum of two dollars per day...annual compensation shall not exceed fifty dollars..."[1]

Today the county superintendency is a professional position in Iowa carrying certification requirements equal to those for city superintendents. The functions of the office have changed markedly through the years with the most recent change being a shift to providing services for local school districts. The carrying out of this function became more feasible following the phasing out of rural schools. County superintendents played a major role in that process through their leadership in school reorganization activities.

The duties and powers of superintendents of county and joint-county boards of education are many and varied.

The county superintendent shall, under the direction of the board, exercise the following powers and duties:

1. Act as secretary ex officio and executive officer of the board.

2. Preside at the board organization meeting and certify the proceedings to state superintendent.

3. Attend all meetings of the board and advise the board.

4. Provide for keeping board minutes, records of proceedings, and like information.

5. Act as custodian of records, reports, and other school property that may be placed in his charge by the board.

6. Advise and counsel local boards concerning immediate problems and long-range plans.

7. Supervise, or arrange for supervision of, instruction in the schools of the county system.

8. Conduct in-service training for teachers.

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[1] Iowa Laws (1862), Chapter 172, Section 73. (Truesdell, p. 175).

9. Promote school public relations to create interest in public education and suggest needed changes and improvements in the public schools of the county.

10. Submit plans to the county board for pupil accounting, pupil control, and for the health and safety of children of the county.

11. Establish rules for admission, classifying, promoting and graduating pupils to or from rural schools.

12. Recommend plans to local boards regarding compulsory attendance. Appoint attendance officers when board approves same and supervise their work.

13. Recommend plans and supervise arrangements for periodic physical and dental exams of all children of the county school system and for the general promotion of health throughout the county.

14. Recommend plans for the establishment and maintenance of school libraries and library services as needed for the proper operation of schools of the county.

15. Cooperate with county board in developing adequate and safe system of pupil transportation in the county.

16. Prepare and submit a budget to the board.

17. Assist local boards upon request in making budgets, certifying tax levies, and maintaining uniform accounting procedures.

18. Recommend the revocation of teaching certificates for any good cause to board of educational examiners.

19. Assist the county board in appeal cases.

20. Serve as communication link between state superintendent and local districts.

21. Visit each public school in county at least once per year.

22. Visit and report upon schools as requested by the state superintendent.

23. See that school laws are enforced within the county.

24. Close public schools and classrooms taught by non-certified teachers.

25. When any school corporation is organized or reorganized and no qualified elected director is available, he shall appoint a director to act until a successor has been elected.

26. Transmit reports from local district officers to the superintendent of public instruction.

27. Keep census records for the county.

28. Report data concerning handicapped persons to the proper authorities.

29. Recommend teachers to rural school boards.

30. Have power to administer the oath of office to any school officer.

31. Exercise any and all of the foregoing services for any and all public schools not in the county system upon board request.[1]

Summary

The foregoing listing of powers and duties of county boards and superintendents bears out the contention made earlier that county superintendents and county boards have almost unlimited opportunity, within the present framework of the Iowa Code, to improve educational opportunities in Iowa.

The board is within its province to employ supervisors and consultants for the improvement of instruction and conduct in-service education programs for professional personnel.

These powers and duties apply not only to the rural schools, as is commonly assumed, but to all school districts in the county school system.

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[1] Iowa Laws (1966), Chapter 273, Section 18.

IV. PREVIOUS STUDIES OF THE COUNTY SCHOOL SYSTEMS IN IOWA

Introduction

This section is to present a review of selected studies dealing with the intermediate unit of school organization in Iowa. Unlike studies concerned with local school districts in Iowa, there are relatively few studies relating to the intermediate unit.

The studies to be reviewed are classified into three categories: (1) historical studies of school administration, (2) categorical studies of the intermediate unit of school administration, and (3) comprehensive studies of this unit.

Historical Studies of School Administration

Aurner's History of Education in Iowa. In 1914 Aurner prepared a six-volume study of all aspects of education in Iowa which was published by the Iowa State Historical Society.[1] The study ranges in content from such pragmatic functions as textbook selection to philosophical applications of educational theory. It was the first comprehensive educational history written for an American Commonwealth. Its significance can be exhibited best by the fact that later research studies, including the present study, have relied on Aurner for historical educational information.

Sherman's Study of the County Superintendency. As early as 1922 Sherman saw the need for improving the office of the county superintendent.[2] His thesis, published also by the Iowa State Historical Society, traces the history of the office with special emphasis upon the aims and accomplishments of office holders, and the role of the office in county governmental affairs. Sherman's recommendations included: (1) continuing the county office; (2) raising the qualifications of the office;

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[1] Clarence R. Aurner, History of Education in Iowa (Iowa City: State Historical Society, 1914) Six Volumes.

[2] Jay Sherman, The Office of County Superintendent in Iowa, (unpublished Master's thesis, State University of Iowa, Iowa City, Iowa, 1922).

(3) increasing the powers of the office; (4) providing deputy superintendents to aid in the visitation to rural schools; and (5) hiring clerks to relieve the superintendent of clerical duties such as letter writing, scoring eighth grade examinations and making reports.

Samuelson's Study of County and State Superintendents. Samuelson, in 1928, studied the county superintendency in Iowa as well as the state superintendency.[1] She looked particularly at tenure, professional qualifications, method of election or appointment, salary, and sex of the office holders. The study could be described as a longitudinal status study of the factors noted. In her conclusions she made this comment:

> The professional growth of the office has been exceedingly slow. This has been due to the limitations of the office at all times, the meager compensation, and the lack of authority.[2]

Nelson's Study of County Administrative Activities. Nelson completed a doctoral study at the University of Iowa in 1954 regarding the administrative activities and practices of twenty Iowa county superintendents.[3] He identified 84 specific duties for the county superintendent of schools. He classified the duties into three functional areas as follows: (1) giving advice and making recommendations to local boards of education, (2) collecting and compiling information from local districts for the state, and (3) serving as a means of communication between the state and local districts in such matters as teacher certification, school elections, inspection of schools, general supervision of schools and teachers, and coordination of educational activities.[4]

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[1] Agnes Samuelson, A Study of the County Superintendents and Superintendents of Public Instruction in Iowa (unpublished Master's thesis, State University of Iowa, Iowa City, Iowa, 1928).

[2] Ibid., pp. 62-63.

[3] N. Le Roy Nelson, The Administrative Activities and Practices of 20 Iowa County Superintendents (unpublished Doctoral dissertation, State University of Iowa, Iowa City, Iowa, 1954).

[4] Ibid., pp. 247-248.

Nelson concluded that:

> It is apparent that as the state of Iowa has taken over additional control of education from the local districts and has begun to supply more services from the state level, the work of the county superintendent has increased. [1]

As evidence Nelson cited increased involvement in school lunch programs, pupil transportation, and special education. He also enumerated fifteen practices which he classified as adaptive, coordinative, and innovative. These practices included: in-service education for teachers, administrators, and boards; improving pupil and financial accounting; providing biennial physical exams for all pupils in the county school system; providing clerical service for teachers; operating a film service; and improving school property accounting methods. In considering the future of the intermediate districts Nelson concluded that local district reorganization would not eliminate the need for intermediate units. He stated:

> It can be expected that because of sparsity of population and because of geographic and highway conditions, many community schools will continue to be of insufficient size to provide many desirable educational services and facilities. The intermediate unit may well have to assume the function of supplying these services and facilities on a cooperative basis among the several community schools within the county.[2]

Truesdell's Study of School Organization and Superintendence. Truesdell, in 1965, made a comprehensive study of school organization and superintendence in Iowa.[3] As might be inferred from the title, he included data related to the changing structure of school organizations as well as information concerning roles played by organization personnel members. Concerning the county superintendency, he reviewed the historical development of the office, outlined the accomplishments of county superintendents in improving instruction, and discussed the changes in the concept of county supervision. Truesdell pointed out that following 1947, when the Iowa General Assembly enacted legislation to establish county boards and directed that a comprehensive study of school organization be made,[1] "the county superintendent ceased to be a supervisor of rural schools, and became the director of an office for service to schools in the county."[2]

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[1] Ibid., p. 250.

[2] Ibid., pp. 272-273.

[3] Wayne P. Truesdell, A History of School Organization and Superintendency in Iowa (unpublished Doctoral dissertation, State University of Iowa, Iowa City, Iowa, 1965).

Categorical Studies of the Intermediate Unit

A number of categorical studies of the intermediate unit in Iowa have been conducted in recent years. A summary of several of the more significant studies follows.

Bode's Study of the Changing Status of the County Superintendent of Schools. Bode investigated the changing status of the county superintendent of schools in Iowa.[3] He examined the county superintendent's professional qualifications and experience, how county superintendents kept informed on educational developments, and the extent that they advised local boards on immediate problems and long-term plans. Bode studied the problem to determine, in part, the changes which the County Administration Act of 1948 had brought about.

Five conclusions made by Bode were:

1. Educational qualifications for county superintendents increased from 1945 to 1954.

2. County superintendents spent considerable time advising and counseling local boards on long-term plans and current problems.

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[1] Iowa Laws (1947), Chapters 147, 150.

[2] Truesdell, op. cit., p. 207.

[3] Dwight Bode, The Changing Status of the County Superintendent of Schools in Iowa (unpublished Master's thesis, Iowa State Teachers College, Cedar Falls, Iowa, 1954).

3. County superintendents conduct many meetings with school officials and others promoting interest in education.

4. County school officials engaged in activities to improve public education in the county.

5. The activities of and services available from the county office increased during the period.[1]

In light of the conclusions reached, Bode made two specific recommendations as follows:

1. The county superintendency is a major leadership position and boards should select educators with the highest possible professional qualifications when filling the office.

2. Local district personnel should be adequately informed concerning the increasing number of services available.[2]

Nolan's Study of Board Policies. Nolan surveyed county superintendents in 1958 to determine the extent written policies had been developed by county boards of education in Iowa.[3] His findings indicated that only nine of 83 county boards in Iowa had formal written policies. Thirty county superintendents reported that they were in the process of establishing board policies.[4]

Nolan recommended that the traditional items that have served as the basis for county board decisions should be summarized into formal written policy, and there should be additional methods utilized to acquaint new members of county boards with the potential of the intermediate unit.[5]

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[1] Ibid., pp. 66-67.

[2] Ibid., p. 67.

[3] Robert C. Nolan, A Study of School Board Policy at the County Intermediate Level in Iowa (unpublished Master's thesis, State College of Iowa, Cedar Falls, Iowa, 1958).

[4] Ibid., p. 54.

[5] Ibid., p. 57.

Smith's Study of Materials of Instruction Centers. In 1958 Smith explored the degree to which county intermediate units had developed materials of instruction centers.[1] He found that 60 per cent of county superintendents reported that they maintained instruction materials centers. Expenditures by counties for materials ranged from $ 1,000 to $9,500 per year. The mean expenditure was $872.74 per county per year. Smith found that counties varied widely in the quantity of equipment and materials they made available to schools in the county. Of the materials made available to schools, filmstrips ranked first in importance, followed by phonograph records, 16 mm. film, tape recordings, models, and flat pictures. County superintendents believed that filmstrip projectors were the most popular equipment, followed in order by tape recorders, 16 mm. projectors, record players, opaque projectors, and overhead projectors.[2]

Parker's Study of the Organization of a County In-Service Education Program. In 1959 Parker established criteria for the organization of an in-service program for Bremer County.[3] Although Parker found that too much planning can dampen enthusiasm, joint planning by county officials and local district personnel ranked as the "number one priority item" when establishing county-wide in-service programs.[4]

Parker suggested that in-service education projects which could be proper functions of county and local district cooperative effort should include: (1) pre-school workshops, (2) professional library development, (3) teacher intervisitation programs, (4) conferences on special topics, and (5) committee work on special projects.[5] Parker concluded that: "The Intermediate Unit in Iowa, working cooperatively with the local community school districts, can provide a continuous in-service education program for all teachers within the intermediate units."[6]

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[1] David C. Smith, County Materials of Instruction Centers in Iowa (unpublished Master's thesis, State College of Iowa, Cedar Falls, Iowa, 1958).

[2] Ibid., pp. 61-65.

[3] Robert L. Parker, Criteria for the Organization of an In-Service Education Program for Bremer County, Iowa (unpublished Master's thesis, State College of Iowa, Cedar Falls, Iowa 1959).

[4] Ibid., p. 90.

[5] Ibid., pp. 80-89.

[6] Ibid., p. 91.

Jackson's Study of a County-Wide Summer Program in Science Enrichment. Jackson studied the feasibility of a summer enrichment program in science for gifted children in Butler County.[1]

Jackson found that some 8 per cent of the student population met the "gifted" criteria he had established. The projected costs for the program ranged from $73.07 per pupil in a class of fifteen pupils, to $28.96 per pupil for providing instruction for 100 pupils.

Jackson suggested that the costs for operating the program should be shared equally between the county intermediate unit and the local participating schools.

Comprehensive Studies of the Intermediate Unit

A number of comprehensive studies of the intermediate unit in Iowa have been conducted in recent years. A summary of several of the more significant studies follows.

Iowa Research Committee Study. In 1957 the county superintendents of Iowa at their annual meeting voted unanimously to request the State Department of Public Instruction to bring together a number of important educational agencies to consider the advisability of studying needed changes in the intermediate unit of school administration in the state.[2]

Thus the county superintendents, as an association, initiated the action to have such a study made. It is evident that these office holders recognized that a need existed for change in the intermediate unit organization in Iowa.

The Research Committee on the Intermediate Unit was made up of representatives from groups having primary interest in education. In their early meetings they agreed on the following seven assumptions on which to base the study:

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[1] Edward G. Jackson, A Study of the Feasibility of a Summer Enrichment Program in Science for Gifted Children in Grades Three Through Six Sponsored by the County Board of Education and the Schools of Butler County, Iowa (unpublished Master's thesis, State College of Iowa, Cedar Falls, Iowa, 1963).

[2] Henry DeKock and Virgil Lagomarcino, Effective Intermediate Units in Iowa (Des Moines: State Department of Public Instruction, 1960), p. 3.

1. The boundaries of the Intermediate Unit should be determined by a logical combination of contiguous local school districts.

2. The Intermediate Unit should not in the long run perform those functions or services that can be performed as efficiently and effectively by the local unit.

3. The recognized educational needs not met by the local units should be met by the Intermediate Unit until such time as the local unit is able to assume its full educational responsibility.

4. No intermediate services other than those discharged through the performance of state statutory or regulatory functions should be arbitrarily imposed upon the local units.

5. The state should not perform educational services which the intermediate or local unit can perform more effectively and efficiently.

6. Both the structure and function of the Intermediate Unit should be sufficiently flexible for adaptation to changing educational conditions and needs.

7. The board of education of the Intermediate Unit should be fiscally independent. It should have independent taxing power and have the authority to determine its own budget.[1]

The Research Committee applied for federal financial support for the study, but at that time money for such purposes was not available. Subsequently, the Committee arranged with Professor Henry C. DeKock of the University of Iowa and Professor Virgil Lagomarcino of Iowa State University to conduct the study. Through their efforts graduate students developed pertinent research on specific aspects of the topic. Thus a number of independent studies grew out of and became a part of the Iowa Research Committee Study.

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[1] Ibid., p. 5.

Research Committee Study

Casey analyzed the scope and function of the intermediate unit in Iowa.[1] In particular, he analyzed the nature and extent of services performed by county superintendents. He utilized a questionnaire to secure the data. He concluded from his study that county superintendents agreed that:

1. The major function of the intermediate unit was in the area of specialized educational services.

2. The least significant contribution to the field of education was in adult education.

3. Reorganization into multiple county units or a plan for the combination of local school districts was recommended.[2]

As Casey reported, county superintendents viewed specialized educational services as the major function of the intermediate unit. Other important functions reported were: (1) instructional and curriculum services, (2) consultive services, and (3) general administrative services.[3]

Pitstick studied the need for services of the intermediate unit as viewed by the superintendents of the 694 local high school districts operating in 1958-59.[4] He also explored the question of the role of the intermediate unit. The study was designed to compare local district administrators' responses to questions similar to the ones raised with county superintendents by Casey. One of the basic questions asked was: "How can the intermediate unit be of greatest assistance to the local districts?"[5]

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[1] John W. Casey, The Intermediate Unit of School Administration in Iowa (Reported in Effective Intermediate Units in Iowa, op. cit.), pp. 18-34.

[2] Ibid., p. 34.

[3] Ibid., p. 27.

[4] Roger Pitstick, Opinions of Local Administrators Concerning the Intermediate Unit (Reported in Effective Intermediate Units in Iowa, op. cit.), pp. 35-51.

[5] Ibid., p. 35.

Local superintendents agreed with the county superintendents that specialized educational services were the number one function. General administrative services, which was ranked fourth by county superintendents, ranked second with local administrators. Health services ranked third with local administrators, but was ranked tenth by county officials. The fourth ranked function by local superintendents was research and statistical services. None of the county superintendents perceived this as a major function. Except for the items "specialized educational services" and "general administrative services," little congruency of rankings was exhibited between the two groups.[1]

A little over 72 per cent of the local administrators felt there was a "moderate" or "great" need for an intermediate unit to provide services to local districts. Nine per cent indicated that this unit of organization was "indispensable," while slightly less than 18 per cent of the respondents indicated the unit was "not needed."[2]

Local superintendents were questioned by Pitstick on their attitudes concerning what the future role of the county intermediate unit should be. Of several possible choices, most of the superintendents, 39 per cent, favored combining "several counties into a larger intermediate unit," 14.4 per cent responded "leave as is," while 7.8 per cent responded "discontinue it."[3] It is of interest to note that administrators of larger schools were more inclined to favor continuing and enlarging the intermediate unit than were the superintendents of small schools.[4]

DeKock, in accepting the challenge to make recommendations concerning the number, size, and geographic limits of intermediate units for Iowa,[5] observed that the need for intermediate units had been well established prior to studies but that..."it cannot be assumed that Iowa citizens in general have an adequate understanding of the important role of the Intermediate Unit."[1]

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[1] Ibid., p. 27, p. 35.

[2] Ibid., p. 45.

[3] Ibid., p. 46.

[4] Ibid.

[5] H. C. DeKock, Development of Boundaries as a Guide to the Conceptual Framework of Intermediate Units for Iowa (Reported in Effective Intermediate Units in Iowa, op. cit.) pp. 52-61.

DeKock noted that: The present Intermediate Units are too small in terms of area; too small in terms of the number of pupils enrolled in the schools within its systems; too small in terms of the number of teachers in its school systems; too small to justify an adequate administrative and supervisory staff and too small to provide the tax base required to finance an adequate program of intermediate unit services.[2]

As a result of his review of literature, including both empirical studies and educational theory, DeKock developed four guidelines or criteria in the development of intermediate unit organization in Iowa:

1. Total K-12 enrollment ranging from 9,000 to 12,000 (city school districts with enrollments over 5,000 are not included in these totals).

2. Travel distance within the intermediate unit not to exceed 40 miles from an administrative center.

3. The intermediate unit should include from six to twelve defensible administrative units.

4. The grouping of counties should be guided by a plan which permits location of an intermediate unit administrative center which is logical in terms of the directional flow and pattern of the main highways and roads.[3]

DeKock developed two plans for intermediate unit structure in Iowa. One grouped counties into 36 intermediate units, the other into 34 units. These plans were presented to the county superintendents at their 1958 Annual Conference. The superintendents "seemed to be in unanimous agreement that: (1) more than 35 intermediate units could not be justified in Iowa, and (2) planning for the organization of intermediate units in Iowa should proceed on the basis of a state-wide approach rather than on a piecemeal-local approach on a voluntary or permissive basis."[1]

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[1] Ibid., p. 52.

[2] Ibid.

[3] Ibid., p. 57.

It was recognized that a "combination-of-local-school-districts" approach in the formation of intermediate units was more appropriate than a combination-of-counties approach. Therefore, DeKock and Eden[2] utilizing county plans for local district reorganization, developed four plans employing the following criteria, which were for the most part approved by the Steering Committee:

Criterion 1: Enrollment in the intermediate unit should be between 10,000 and 12,000.

Criterion 2: The maximum travel distance within the intermediate unit to the possible location of the administrative center of the intermediate unit should be approximately 40 miles.

Criterion 3: The boundaries of the intermediate unit should be determined by the logical combination of contiguous local school districts as envisaged in the 99 county plans...

Criterion 4: All areas of the state should be included in some intermediate unit.

Criterion 5: Differences in the assessed valuation of property per pupil between intermediate units should be held to a minimum.

Criterion 6: The number of administrative units within the intermediate unit should be approximately ten, but in no instance less than five nor more than fifteen. (Note: This, of course, refers to administrative units that have been adequately organized).[3]

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[1] Ibid., p. 61.

[2] H. C. DeKock and Donald Eden, A Study of the Possibilities of Developing Intermediate Units with the Combination of Local School Districts Approach (Reported in Effective Intermediate Units in Iowa, op. cit.), pp. 62-82.

[3] Ibid., p. 71.

The four plans developed utilizing these criteria ranged in the number of intermediate units proposed from 26 to 36. A plan calling for 28 intermediate units was the proposal which most closely approximated the criteria accepted by the Steering Committee.[1]

The Steering Committee reported five conclusions and recommendations. These were:

1. There is a need for an enlarged and continuing intermediate unit.

2. The role of the intermediate unit should correspond to the present functions, but the present functions should not be considered the most important. The most important responsibilities should be: (1) leadership in improving local programs, (2) coordinating resources within the intermediate area, and (3) the provision of specialized educational services which cannot be as effectively and efficiently provided by the local districts.

3. The local unit should remain autonomous. Working relationships with the local districts should be viewed as staff service and advisory, rather than line control. Planning should be cooperative.

4. The organization and structure of the unit should be: (1) the board of directors should consist of five members with one at-large and four from specified areas, (2) the superintendents's salary should be comparable to the salaries of local district superintendents of the largest local districts in the intermediate unit, and superintendents should be provided with competent staff, (3) the board should have complete authority to adopt the budget, (4) the structure should be flexible (boundary changes should not be overly difficult), and (5) the legal structure should permit cooperative programs among intermediate units.

5. The intermediate unit should be financed through a uniform property tax levy, state support, and contracts arranged with local districts for providing services for temporary periods.

6. Legislation should be enacted to accomplish the foregoing recommendations.[2]

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[1] Ibid., p. 74.

[2] Ibid., pp. 83-88.

A special committee was appointed by the county superintendents to draft proposed legislation for intermediate units to be presented to the Fifty-Ninth General Assembly in 1961. The regional approach as recommended by the Research Committee was utilized in writing the bill, but no areas were specified. The legislature did not take action on the proposal. It did, however, direct the State Department of Public Instruction to "...study and prepare a plan for a state wide system of public area community colleges, such a plan to include all areas of the state...[1]

The State Department of Public Instruction Study

The county superintendents at their annual meeting in June, 1961, appeared to be undaunted by the lack of action on their legislative proposal for intermediate units and requested the State Board of Public Instruction to establish a committee to study and to draw boundary lines for proposed intermediate units. The board appointed a "State Committee on Public Area Community Colleges" to study both problems. Mr. David Bechtel, the Administrative Assistant to the State Superintendent of Public Instruction, was named chairman of the study group, composed of eight staff members of the State Department of Public Instruction and twenty-one other persons nominated by agencies throughout the state.

The committee was charged with establishing organizational structures for both area community colleges and intermediate districts. In their report[2] they examined the alternative of establishing separate organizations or combining the two functions into one organization and chose the latter approach.[3]

The reasons cited for this position include:

1. The county school system is a significant and essential part of Iowa's administrative structure for public education.

2. The creation of an additional taxing body should be avoided.

3. The financial resources of an area education district would permit the employment of a competent, professional administrator who would adequately be able to represent the interests of local school districts and the community college.

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[1] House File 6, Fifty-Ninth General Assembly of Iowa, February, 1961.

[2] State Department of Public Instruction, Education Beyond High School Age: The Community College, (Des Moines, State of Iowa, 1962).

[3] Ibid., p. 51.

4. The general school administrator would have the services of assistant administrators as needed, one of whom would be the community college dean.[1]

The committee took note of the fact that:

> Authorities in community college administration say that, ideally, the person employed as the administrator of a community college should be directly responsible to the area education district board without being required to report to that body through a general administrator (superintendent) who would be concerned with the administration of cooperative services to local school districts as well as the responsibilities associated with a community college.[2]

The data reported are as follows:[3]

Exceptionality	Per Cent	Number
Hard of Hearing	1.50	150
Emotionally Disturbed	3.00	300
Educable Mentally Retarded	2.00	200
Trainable Mentally Retarded	0.50	50
Physically Handicapped	1.00	100
Speech Handicapped	6.00	600
Blind	0.03	3
Partially Seeing	0.20	20
Gifted	2.00	200

The committee recognized that the rates of occurrence have little meaning unless they are related to instructional programs. They were agreed that many special education functions could be met without setting up special classes and pointed out that "The key to offering such services is the employment of specialists who are able to work with the individual child as well as with the instructional staff."[4]

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[1] Ibid., p. 9.

[2] Ibid.

[3] Ibid., p. 56.

[4] Ibid.

The committee applied the exceptionality rates shown above and proposed staff-pupil ratios for effective and efficient employment of specialized personnel as follows:[1]

Specialists	Staff-Pupil Ratios
Social Worker	1:3,000
Speech Therapist	1:3,000
Psychologist	1:4,000
Specialists, Educable Mentally Retarded	1:600
Specialists, Trainable Mentally Retarded	1:2,500
Specialists, Visually Handicapped	
Blind	1:15,000
Partially Sighted	1:15,000
Hearing Clinician	1:7,000
Physical Therapist	1:30,000
Specialist, Physically Handicapped	1:12,000
Specialist, Gifted	1:1,000
Director of Special Education	1: per organized program

Most school districts in Iowa do not have a large enough number of pupils to operate efficiently the needed programs in special education.

The committee countered this argument by stating that large complex universities have one president or chancellor to whom college and department heads report. They argued that combining the two functions (community college operation and intermediate unit services) would be no more complex than operating a university.[2]

The committee also makes a strong case for retaining and reorganizing intermediate units into larger areas "so that they can provide specialized services at a reasonable cost per pupil."[3] The major specialized services suggested by the committee as appropriate functions of the intermediate unit included special education, data processing, and consultant services.[4] The major recommendations of the committee in these areas are discussed.

One of the basic approaches taken by the committee to ascertain appropriate intermediate functions in special education was to determine the occurrences of exceptionalities based on average school-age pupil populations. The data were obtained from the Division of Special Education, State Department of Public Instruction, which had conducted surveys to determine the number of exceptionalities likely to be found in a school population of 10,000 students.

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[1] Ibid.

[2] Ibid.

[3] Ibid., p. 53.

[4] Ibid., pp. 56-57.

Areas especially adapted to machine data processes, as identified by the committee, included: administration and finance, pupil accounting, employed personnel accounting, educational programming, and research in these areas.[1]

The committee envisioned that the main functions which consultants from the intermediate unit could perform for local districts would be in the areas of: (1) in-service education, (2) educational research, and (3) the implementation of educational research.[2] The committee further noted that no arbitrary standards could be set to indicate the speciality areas to be served by consultants. Decisions in regard to the employment of consultants need to be based, according to the committee, on the area needs, and determined by the personnel of the local districts.[3]

In summary the committee stated:

> The future economical and efficient expansion of the state's total educational system depends on the restructuring of the present county office into a strong intermediate unit of school administration which can meet the current as well as the future demands placed on it.[4]

Summary

There have been a number of studies conducted concerning county school administration in Iowa, but for the most part these studies have been historical or categorical in nature. A few studies have been conducted which have dealt with the future of the intermediate unit.

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[1] Ibid., pp. 56-57.

[2] Ibid., p. 57.

[3] Ibid.

[4] Ibid., p. 58.

Certain concepts concerning desirable characteristics of intermediate units for Iowa appear to be generally agreed upon by the investigators. These concepts are summarized below:

1. The need for a unit of school organization between local districts and the state has been recognized by local school officials, county school officials, state department personnel, and by lay citizens who have served on study committees.

2. Those who have studied the problem, including county school administrators, recognize that the county political unit as it now exists provides an insufficient intermediate unit of school organization in Iowa.

3. All areas of the state should be included in intermediate school units. A state plan should be legislated rather than allowing the haphazard formation of districts.

4. Local school districts should remain relatively autonomous. Intermediate unit personnel should be in a "staff" relation to local district personnel.

5. The intermediate unit should perform those functions which neither local districts or the state can perform as efficiently or effectively.

6. The major function of the intermediate unit in the future should be to provide specialized services to local districts. It should be possible for two or more intermediate units to jointly provide highly specialized services to local districts.

7. The intermediate unit should have flexibility with regard to the nature of its functions. No legislation should be enacted which fixes the purposes of the institution.

8. Lay citizens and school officials need to be made more aware of the potential value of the intermediate unit as a means of meeting the educational needs of the state.

9. The chief administrator of the intermediate unit should be a highly qualified educator. The intermediate unit office should be adequately staffed and financed.

10. The intermediate unit should be financed through local taxes, state support, and revenue from special contracts with local school districts. The board should be fiscally independent of other agencies.

V. SELECTED CHARACTERISTICS OF COUNTY SCHOOL SYSTEMS

Introduction

It is the purpose of the section to present selected characteristics of the existing county school systems in Iowa. These include the following: (1) number of county units and local school districts in county school systems, (2) enrollment data, (3) financial characteristics, (4) current services and programs to local school districts, (5) services to the State Department of Public Instruction, and (6) personnel of county school systems.

Procedures Used

The data used in this descriptive study were derived from responses submitted by county superintendents of schools on a questionnaire concerning enrollment and financial data, current programs and services, and personnel for their respective county school systems.

The questionnaire, which can be found in Appendix A, was submitted to the county superintendents of schools in November, 1966. All but one of the 98 questionnaires was returned, resulting in a 99 per cent response. A response was not received from this county due to a vacancy in the office of county superintendent.

The data are presented in table form showing number and per cent. For most of this analysis, Scott-Muscatine joint county school system, the one merged county unit in Iowa during the 1966-67 school year, was considered as one county.

Most of the data gathered through the use of the questionnaire was verified by comparison with reports and records of the State Department of Public Instruction. Additional information reported in the survey was also secured from this source.

Number and Type of County School Systems

On July 1, 1966, there were 97 county school systems and one merged unit of two counties, Scott-Muscatine. These counties merged into one joint-county system on July 1, 1966, to be followed by two additional mergers on July 1, 1967.

The two additional mergers involved Black Hawk and Buchanan counties, and Worth, Mitchell, Floyd, and Cerro Gordo counties.

Thus at the present time Iowa has three merged county school systems, comprised of eight counties, and 91 single county units.

Enrollment Characteristics

As shown in Table 11, during the 1966-67 school year, there were 501 public school districts in Iowa. Forty-six of these districts were non-high school districts. Only thirteen of these operated schools. The mean number of districts per county in 1966-67 was 5.1. Considering only districts which maintain K-12 programs the mean number of districts per county was 4.6. Three counties have only one high school each, while one county had eleven high school districts. Table 12 summarizes the data showing the number of high school districts per county.

As shown in Table 12 there were three school districts or less in 36 per cent of the counties, 72 per cent had no more than five districts, and only 8 per cent had in excess of seven districts per county.

TABLE 11

NUMBER OF PUBLIC SCHOOL DISTRICTS PER COUNTY SCHOOL SYSTEM*
1966-67

County	Number	County	Number	County	Number
Adair	3	Floyd	3	Monona	5 (1:1)
Adams	2	Franklin	3	Monroe	1
Allamakee	3	Fremont	4	Montgomery	6 (3:2)
Appanoose	3	Greene	4	Muscatine	4 (1:1)
Audubon	3 (1:1)**	Grundy	5	O'Brien	6
Benton	8 (1:1)	Guthrie	7	Osceola	3
Black Hawk	5	Hamilton	4	Page	4
Boone	7 (2:0)	Hancock	6	Palo Alto	6
Bremer	7	Hardin	10 (1:1)	Plymouth	6
Buchanan	3	Harrison	5	Pocahontas	6
Buena Vista	7	Henry	4	Polk	9
Butler	7	Howard	2	Pottawattamie	12 (3:1)
Calhoun	7	Humboldt	4	Poweshiek	3
Carroll	29 (25:3)	Ida	4	Ringgold	3
Cass	4	Iowa	6	Sac	6
Cedar	7	Jackson	6	Scott	4

TABLE 11 (Continued)

County	Number	County	Number	County	Number
Cerro Gordo	5	Jasper	7	Shelby	4
Cherokee	5	Jefferson	1	Sioux	6
Chickasaw	3	Johnson	4	Story	10
Clarke	2	Jones	5	Tama	5
Clay	6 (1:1)	Keokuk	5	Taylor	4
Clayton	6	Kossuth	12 (4:1)	Union	2
Clinton	8	Lee	3	Van Buren	3
Crawford	6	Linn	11	Wapello	4
Dallas	8	Louisa	4	Warren	5
Davis	1	Lucas	2	Washington	3
Decatur	3	Lyon	4	Wayne	3
Delaware	4 (1:0)	Madison	3	Webster	5
Des Moines	5 (1:0)	Mahaska	3	Winnebago	5
Dickinson	5	Marion	5	Winneshiek	3
Dubuque	2	Marshall	6 (1:0)	Woodbury	7
Emmet	4	Mills	3	Worth	2
Fayette	6	Mitchell	2	Wright	5
					501 (46:13)

Mean number school districts per county: 5.1

*Source: Data on Iowa Schools, 1967 (Des Moines: Iowa State Department of Public Instruction), p. 4.

**The digits before the colon in the parentheses indicate the number of non-high school districts in the county school system, and the digits following the colon indicate the number of these districts operating a school.

TABLE 12

NUMBER OF HIGH SCHOOL DISTRICTS PER COUNTY* 1966-67

Number of High School Districts Per County	1	2	3	4	5	6	7	8	9	10	11
Number of Counties	3	9	22	19	17	12	9	3	3	1	1

*Source: Data on Iowa Schools, 1967 (Des Moines: Iowa State Department of Public Instruction), p. 14.

Table 13 presents data on the total enrollment of students in both public and private schools in Iowa as of September 15, 1966.

TABLE 13

SUMMARY OF PUBLIC AND NON-PUBLIC SCHOOL ENROLLMENT IN IOWA* September 15, 1966

Grade	Public	Non-Public	Total Public and Non-Public
K-8	446,476	76,265	522,741
9-12	183,163	23,441	206,604
Special Ed	8,427		8,427
Total	638,066	99,706	737,772

*Source: Data on Iowa Schools, 1967, (Des Moines: Iowa State Department of Public Instruction), pp. 4-10.

Since 1956-57 school year public school enrollments have increased from 531,029 to 638,066 in 1966-67, a gain of 107, 037, or 20.1 per cent. During the same ten-year period non-public school enrollment increased from 79,058 to 99,706, a gain of 20,648, or 26.2 per cent. However, recently non-public school enrollments have decreased from 107,107 in 1965-66 to 99,706 in 1966-67, a loss of 9.3 per cent. The public school enrollments in the same period increased from 625,358 in 1965-66 to 638,066 in 1966-67, a gain of 10.2 per cent.[1]

Public School Enrollment. The mean public school enrollment per county school system on September 15, 1966, was 6,359.3 students. Table 14 presents the number of county school systems, by size of public school enrollment category.

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[1] Data on Iowa Schools, 1967 (Des Moines: Iowa State Department of Public Instruction), pp. 2, 10.

TABLE 14

TOTAL PUBLIC SCHOOL ENROLLMENT BY COUNTY SYSTEMS*
September 15, 1966

Enrollment Category	2,999 and Below	3,000 to 5,999	6,000 to 8,999	9,000 to 11,999	12,000 and above	Total Number of Counties
County Systems	22	54	9	7	7	99

*Source: Questionnaire to County Superintendents of Schools, November 1966

As shown, 10.1 per cent of the counties had fewer than 3,000 students enrolled in public schools in 1966-67; 77 per cent had fewer than 6,000 students; and 14 per cent enrolled 9,000 or more students.

Non-Public School Enrollment. Twenty-four county school systems had no students enrolled in non-public schools, as shown in Table 15. The mean non-public K-12 enrollment per county, considering all 99 counties, was 992.1 on September 15, 1966. The mean non-public enrollment in grades K-12 in those counties which had non-public schools was 1309.6.

Thirty-six county school systems have a non-public K-12 enrollment of less than 500 students. There were 39 county school systems that had non-public K-12 enrollments of 500 or more.

Financial Characteristics of County School Systems

Data on assessed valuation of property, tax levies, bonded indebtedness, expenditures and receipts of Iowa's county school systems follows.

Assessed Valuation of Property. Table 16 presents the assessed valuation per student in average daily attendance for Iowa county school systems.

TABLE 15

NUMBER OF COUNTY SCHOOL SYSTEMS PER NON-PUBLIC K-12 ENROLLMENT CATEGORY* 1966-67

Non-Public K-12 Enrollment	Number of County School Systems
0	24
1-499	36
500-999	18
1,000-4,999	16
5,000 and above	5

Average non-public K-12 enrollment per county for all 99 counties =992.1

*Source: Questionnaire to County Superintendents of Schools, November, 1966

TABLE 16

COUNTY SCHOOL SYSTEM ASSESSED VALUATION PER STUDENT IN AVERAGE DAILY ATTENDANCE*

1965 Assessed Valuation and 1965-66 ADA

Assessed Valuation Per ADA	Number of Counties in Each Category
$ 6,000 to $ 6,999	2
$ 7,000 to $ 7,999	4
$ 8,000 to $ 8,999	11
$ 9,000 to $ 9,999	18
$10,000 to $10,999	16
$11,000 to $11,999	17
$12,000 to $12,999	15
$13,000 to $13,999	11
$14,000 and above	5

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

The mean assessed valuation in 1965, including valuation on tax free lands, per student in average daily attendance in 1965-66 per county school system was $10,019. The total assessed valuation in 1965, including tax free lands, for all counties in Iowa was $5,936,747,475. The public school average daily attendance in Iowa was 592,543.2 in 1965-66.

Thirty-five per cent of the county school systems had assessed valuations per student in average daily attendance of less than $10,000. Forty-eight per cent had assessed valuations per student in average daily attendance of $11,000 or more.

Tax Levies. Table 7 shows the range of county boards of education tax levies for the fiscal year, 1966. The total tax levy for all counties in 1965 was $5,267,837, and in 1966, $7,181,413.

The mean county boards of education levy for 1965 was $53,210.47, while in 1966 the mean increased to $72,539.53. In 1966, four county boards of education levies were less than $10,000. Nearly 54 per cent of the 1966 county boards of education dollar levies were below $50,000. Only 15.5 per cent were above $100,000. As shown in Table 17, one county school system in 1966 had a dollar levy in excess of $500,000.

TABLE 17

COUNTY BOARDS OF EDUCATION DOLLAR LEVIES* 1966

Amount of County Board Levy	Number of Counties
Less than $ 10,000	4
$ 10,000 to $ 49,999	48
$ 50,000 to $ 99,999	30
$100,000 to $149,999	11
$150,000 to $199,999	1
$200,000 to $499,999	2
$500,000 to Above	1

Mean County Board of Education Dollar Levy For 1966=$7,539.53

*Scott and Muscatine Counties were merged. The joint-county board levy was $722,152. These two counties were not included in the listing of numbers of counties per category for this table. However, they were considered as separate counties to determine the mean.

Source: Questionnaire to County Superintendents of Schools, November, 1966.

The county boards of education mill levies for 1966 are indicated in Table 18. In eight counties, the boards of education levies were less than .500 of one mill. Forty-three county boards of education levies fell in the .500 to .999 mill category. Only five county boards of education levies were 2.500 mills or greater.

TABLE 18

COUNTY BOARD OF EDUCATION MILL LEVIES* 1966

	Less Than .500	.500 to .999	1.000 to 1.499	1.500 to 1.999	2.000 to 2.499	2.500 to 2.999
Number of Counties Per Category	8	43	28	9	6	5

*Scott and Muscatine Counties were considered as separate counties for this computation.
Source: Questionnaire to County Superintendents of Schools, November, 1966.

The total 1966 General Fund levy, collectible in 1967 for all local school districts in Iowa, was $282,722,973. The total 1966 Schoolhouse Fund, collectible in 1967 to all local districts in Iowa, was $32,837,260. Thus, the total levy in Iowa in 1966 for local school districts was $315,560,233. The 1966 county boards of education levy for all county school systems in Iowa was $7,181,413. This figure represents 2.28 per cent of the General Fund levy and the School House Fund levy for all local school districts of Iowa for the same year. Stated in another way, of the total dollars levied by local school districts and county school systems in Iowa in 1966, only 2.23 per cent was levied by the county boards of education.

A summary of the individual county dollar levies per student in ADA is presented in Table 19. The county boards of education levy in 1965 per ADA in 1965-66 for over half of the counties was less than $10.00. Only fifteen county boards of education dollar levies per student in ADA were $15.00 or more.

TABLE 19

COUNTY BOARD OF EDUCATION DOLLAR LEVIES (1965) PER STUDENT IN AVERAGE DAILY ATTENDANCE (1965-66)*

County Boards Of Education Levies Per ADA	Less Than $5.00	$5.00 to $9.99	$10.00 to $14.99	$15.00 to $19.99	$20.00 to $24.99
Number of Counties Per Category	5	50	29	13	2

Average 1965 County Boards of Education Levies per 1965-66 Public School ADA=$8.89.

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

Expenditures of County School Systems. The total expenditures of county school systems for the fiscal year 1965 were $6,096,525. As is to be expected instructional and administrative costs accounted for the largest expenditures, totaling approximately 84 per cent. The total expenditures by category are shown in Table 20 and illustrated graphically in Figure 3.

Receipts of County School Systems. Total receipts of county school systems for the fiscal year 1965 were $6,087,043. As is to be expected, local property tax levies accounted for the largest source of revenue with the balance of receipts coming from state aid and federal sources. These data are shown in Table 21 and illustrated graphically in Figure 4.

Balances on Hand. The total balance on hand of county school system on January 1, 1965, was reported to be $1,693,624. The mean balance on hand per county school system was $17,281.

TABLE 20

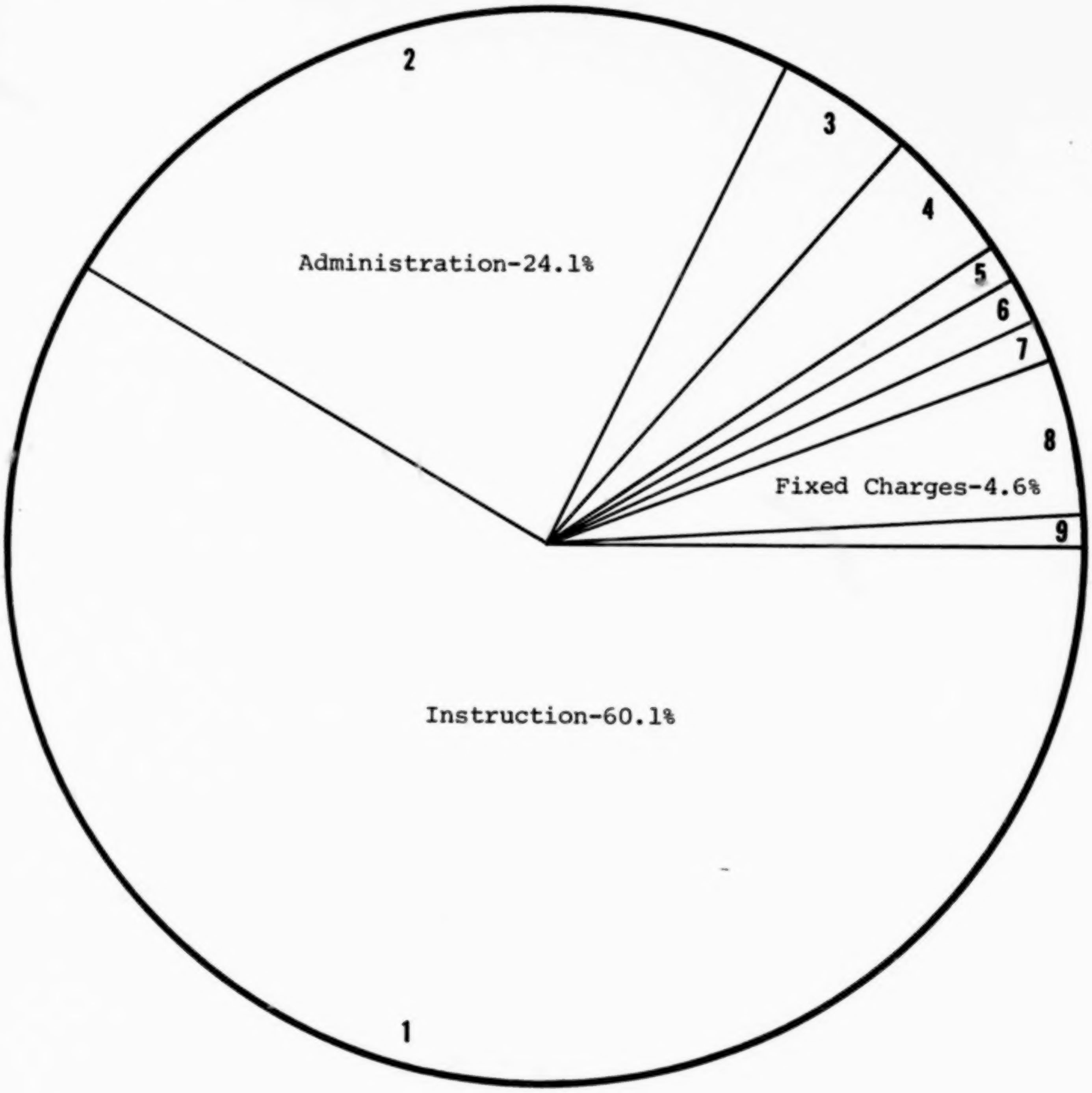
EXPENDITURES OF COUNTY SCHOOL SYSTEMS, BY CATEGORY*
January 1, 1965 - December 31, 1965

Administration		Instruction		Health Services	Fixed Charges	
Salary of County Superintendent	$735,767	Supervision and Consultants			Rental of Buildings and Lands	$ 44,429
		Regular Instruction	$350,193			
		Special Education	973,003			
Salary of Administrative Assistant	311,192	Special Teachers			Other Fixed Charges	240,009
		Regular Instruction	114,359			
		Special Education	1,283,150			
Salaries of Administrative Secretary and Clerks	158,873	Contracted Services To Districts	236,627			
Supplies for Administration	79,350	Audio-Visual Supplies	141,127			
Travel Cost	79,359	Testing Materials and Supplies	95,150			
Other Administrative Costs	107,420	Library Books, Periodicals and Supplies	24,650			
		Secretarial Assistance for Instructional Service	92,315			
		Travel Cost for Instruction	176,129			
		Other Instructional Costs	176,040			
Total Cost	$1,471,961		$3,662,743	$11,533		$284,438
Per Cent of Total Expenditure	24.1		60.1	Less than .5		4.7

TABLE 20 (Continued)

Operation and Maintenance		Capital Outlay for Equipment		Area School Planning Cost	Federal Programs		Other Expenditures	Grand Total of all Expenditures
Replacement of Administrative Equipment	$ 1,233	Administration	$20,142		Headstart	$240,511		
Replacement of Instructional Equipment	2,381	Instruction	43,966		Other Federal Programs	21,503		
Salaries on Contracted Services for Operation and Maintenance	19,449							
Other Operation and Maintenance Costs	16,620							
Total	$39,683		$64,108	$30,849		$262,014	$269,196	$6,096,525
Per Cent of Total Expenditures	0.7		1.1	0.5		4.3	4.4	

*Source: Questionnaire to County Superintendents of Schools, November, 1966.



Item	Percent	Item	Percent
1. Instruction	60.1	6. Capital Outlay	1.1
2. Administration	24.1	7. Operation and Maintenance	0.6
3. Other Expenditures	4.4	8. Fixed Charges	4.6
4. Federal Programs	4.3	9. Health Services	0.5
5. Area School Planning	0.4		

FIGURE 3

PERCENTAGE DISTRIBUTION EXPENDITURES OF COUNTY
SCHOOL SYSTEMS, BY CATEGORY*
January 1, 1965 - December 31, 1965

*Source: Questionnaire to County Superintendents of Schools, November, 1966

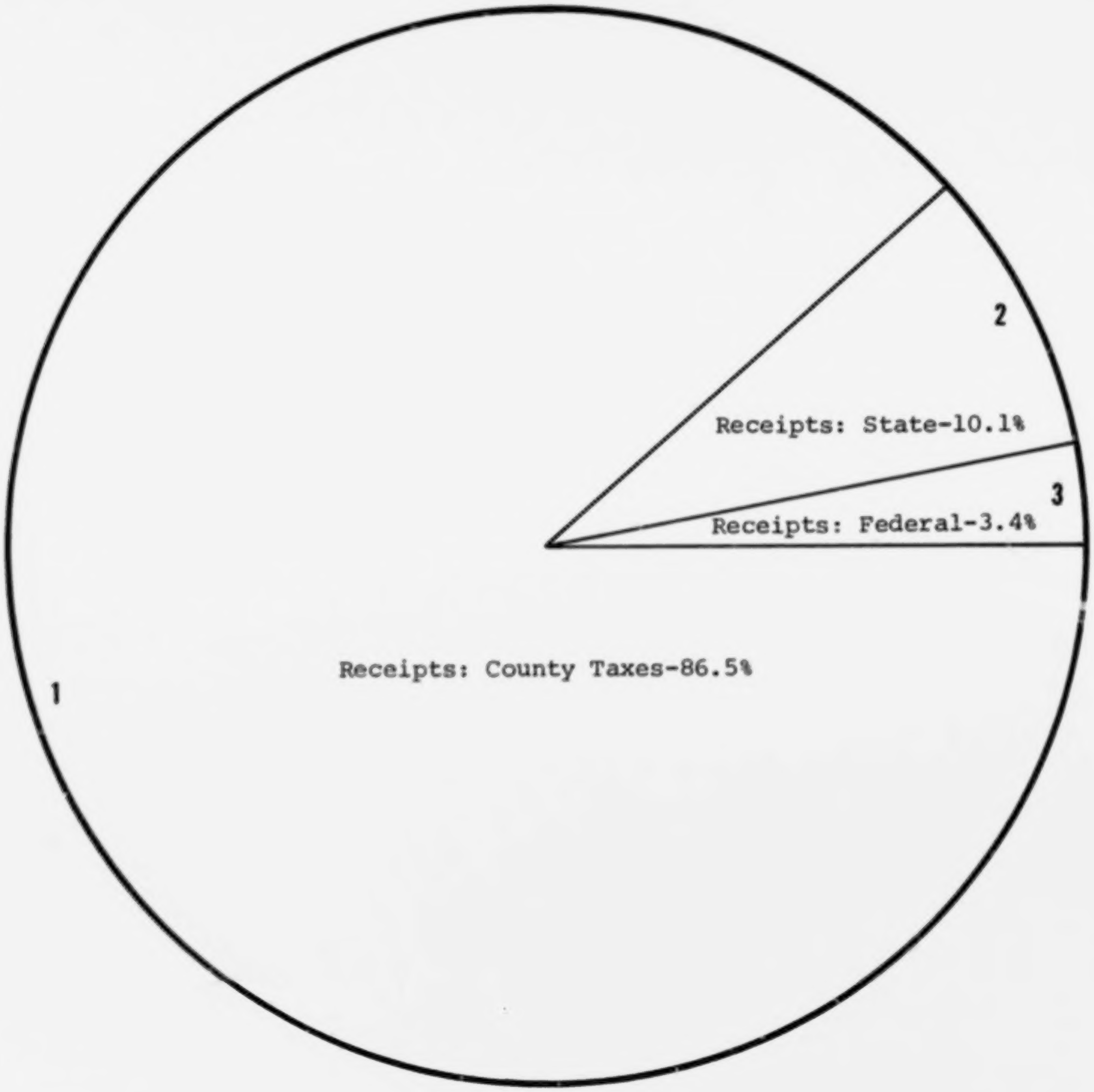
TABLE 21

RECEIPTS OF COUNTY SCHOOL SYSTEMS FROM COUNTY, STATE AND FEDERAL SOURCES*

January 1, 1965 - December 31, 1965

Receipts: County Taxes		Receipts: State		Receipts: Federal		Total Receipts
Total Federal County Taxes	$5,265,931	Total Federal State	$612,180	Total Federal Receipts	$209,228	Total Receipts County, State, Federal $6,087,340
Number of Counties Reporting	98	Number of Counties Reporting	88	Number of Counties Reporting	44	
Mean Receipts County Taxes Per County Reporting	53,734	Mean Receipts State per County Reporting	6,956	Mean Federal Receipts Per County Reporting	4,755	
				NDEA	71,755	
				Number of Counties Reporting	42	
				Mean NDEA Receipts Per County Reporting	1,700	
				Headstart	137,806	
				Number of Counties Reporting	6	
				Mean Headstart Receipts Per County Reporting	22,967	
Per Cent of Total Receipts	86.5		10.1		3.4	

*Source: Questionnaire to County Superintendents of Schools, November, 1966.



	Item		Percent
1.	Receipts:	County Taxes	86.5
2.	Receipts:	State	10.1
3.	Receipts:	Federal	3.4

FIGURE 4

PERCENTAGE DISTRIBUTION OF RECEIPTS OF COUNTY SCHOOL SYSTEMS, FROM COUNTY, STATE, AND FEDERAL SOURCES*
January 1, 1965 - December 31, 1965

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

Current Services and Programs of County School Systems

This section includes a description of pupil and staff personnel and administrative programs and services of county school systems in Iowa to local school districts. Consideration is given both to the programs and services which the county school systems operate and those areas for which the county school systems provide consultant personnel. The data on these programs were compiled from the questionnaire described previously, which was distributed to all county superintendents in Iowa. County school superintendents were asked to check one of five categories used in the questionnaire to identify the extent to which each of the programs and services listed was operated by the county school system, and those for which consultant services were provided. The categories of extent of use were: "none," "slight extent," "moderate extent," "fairly extensive," and "extensive."

Scott and Muscatine counties were merged, and one county in which there was a vacancy in the superintendency did not report; thus a total of 97 counties were used in reporting the results of the survey.

An additional section of this chapter describes the services provided by the county intermediate unit for the Iowa State Department of Public Instruction.

Operation of Pupil and Staff Personnel Services. Table 22 shows the responses of county superintendents to the extent of operation of selected pupil and staff personnel services and programs.

Over one-half of the county superintendents checked "extensive" for only three of the twenty-seven programs: speech and hearing screening, and speech therapy. Conversely, "none" was reported by 70 per cent or more of the superintendents in ten of the twenty-seven programs.

As can be seen in the table, however, 25 per cent or more of the superintendents reported some degree of operation ("slight," "moderate," or "fairly extensive") of a majority of the 27 selected programs.

Consultant Services for Pupil and Staff Personnel Services. Table 23 shows the extent of consultant services provided by county superintendents in 46 selected programs.

None of the programs was reported as extensive by over one-half of the county superintendents, although four programs, psychological services, speech correction, and special education for trainable and educable children, were reported as "extensive" by over 40 per cent of the respondents.

TABLE 22

PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS
1966-67[1]

	Extent of Operation of Selected Programs										
	A None		B Slight Extent		C Moderate Extent		D Fairly Extensive		E Extensive		F
	No.	%	No.	%	No.	%	No.	%	No.	%	Total
1. Operating Programs by the County Education Unit in the Following Areas:											
a. Guidance and Counseling											
1. Counseling students	69	71	14	14	7	7	3	3	4	4	97
2. Testing students	53	55	9	9	12	12	14	14	9	9	97
b. Social Work (Student Case Work)	78	80	4	4	10	10	3	3	2	2	97
c. Special Education Instruction											
1. Gifted children	80	82	10	10	2	2	3	3	2	2	97
2. Educable children	36	37	1	1	7	7	25	26	28	29	97
3. Trainable classes	24	25	6	6	12	12	13	13	42	43	97
4. Homebound children	43	44	13	13	14	14	12	12	15	15	97
5. Partially sighted children	57	59	10	10	13	13	11	11	6	6	97
6. Hard of hearing children	44	45	8	8	21	22	14	14	10	10	97
7. Work study programs	66	68	8	8	10	10	3	3	10	10	97
d. Other Special Services											
1. Psychological service to students	4	4	2	2	13	13	32	33	46	47	97
2. Psychiatric referral service	29	30	13	13	18	19	20	21	17	18	97
3. Speech screening	12	12	2	2	2	2	23	24	58	60	97
4. Speech therapy	11	11	2	2	6	6	29	30	49	51	97
5. Hearing screening	9	9	3	3	7	7	20	21	58	60	97
6. Educational research	52	54	26	27	12	12	2	2	5	5	97
7. Federal program coordination for local districts	56	58	14	14	9	9	11	11	7	7	97
8. Nursing service	70	72	8	8	10	10	4	4	5	5	97
9. Medical service	85	88	5	5	6	6	0	0	1	1	97
10. Dental service	81	84	7	7	7	7	0	0	2	2	97
11. Audio-visual service	8	8	8	8	34	35	22	23	25	26	97
12. Library service	16	16	31	32	29	30	9	9	12	12	97
e. Adult Education	83	86	7	7	2	2	4	4	1	1	97
f. Nursery Schools	71	73	6	6	9	9	4	4	7	7	97
g. In-service Education											
1. Conducting workshops for professional personnel	25	26	8	8	28	29	20	21	16	16	97
2. Conducting workshops for non-certified personnel	75	77	11	11	7	7	3	3	1	1	97
3. Providing extension classes for credit to local district personnel	72	74	14	14	6	6	3	3	2	2	97
TOTALS	1,309		250		313		307		440		2,619
MEAN		50		10		12		12		17	

TABLE 22 (Continued)

PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS
1966 - 67[1]

	Extent of Consultant Services for Selected Programs										
	A None		B Slight Extent		C Moderate Extent		D Fairly Extensive		E Extensive		F* Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
2. Providing Consultant Services to Local Districts in the Following Areas:											
a. Guidance and Counseling											
1. Student Counseling	60	62	10	10	10	10	12	12	5	5	97
2. Testing Programs	47	48	8	8	10	10	18	19	14	14	97
b. Social Work (Consultation Only)	70	72	12	12	9	9	4	4	2	2	97
c. Special Education											
1. Gifted children	49	51	24	25	15	15	5	5	4	4	97
2. Educable children	16	16	2	2	15	15	25	26	39	40	97
3. Trainable children	20	21	1	1	16	16	20	21	40	41	97
4. Homebound children	34	35	17	18	14	14	12	12	20	21	97
5. Partially sighted children	31	32	15	16	18	19	14	14	19	20	97
6. Hard of hearing children	21	22	15	16	20	21	15	15	26	27	97
7. Work study programs	51	53	10	10	13	13	6	6	17	18	97
d. Other Special Services											
1. Psychological service	17	18	2	2	15	15	18	19	45	46	97
2. Psychiatric referral	30	31	12	12	24	25	10	10	21	22	97
3. Speech correction	21	22	0	0	16	16	15	15	45	46	97
4. Library service	36	37	26	27	19	20	8	8	8	8	97
5. Educational research	56	58	23	24	13	13	5	5	0	0	97
6. Federal programs	45	46	22	23	15	15	10	10	5	5	97
7. Nursing service	64	66	16	16	10	10	2	2	5	5	97
8. Medical service	81	84	12	12	3	3	0	0	1	1	97
9. Dental service	73	75	13	13	7	7	2	2	2	2	97
10. Audio-visual service	30	31	7	7	28	29	21	22	11	11	97

Seventy per cent or more of the county superintendents reported "none" for one-half of the 46 selected programs identified in the questionnaire.

Operation of Administrative Services. County superintendents of schools were asked to check the five categories of extent of operation for fifteen administrative programs and services. None of the fifteen programs was reported as "extensive" by the county superintendents in over 25 per cent of the cases. As was to be expected, school district reorganization was most frequently reported. County superintendents responded "none" in over 50 per cent of the cases in all but two of the programs, legal matters and school district reorganization.

Consultant Services for Administrative Services. County superintendents were also asked to report the extent to which they provide consultant services for the fifteen administrative services. "Extensive" consultant services were not reported by more then 10 per cent of the superintendents for any program except school district reorganization. It is to be noted that a larger percentage of county superintendents reported some degree of consultant services than was true for the operation of the administrative programs and services identified in the questionnaire.

Services of County School Systems To The State Department of Public Instruction

In addition to providing services to local school districts comprising the county school system, the county unit of school administration also provides a number of services for the State Department of Public Instruction. Many of these functions were alluded to previously in this chapter in the discussion of the historical development of the county unit. They are now discussed with emphasis on the important role currently performed by the county school system in relation to the state education agency.

Certification. As related earlier the, county superintendent has the duty to see that all teachers in the schools in his county are properly certificated. In order to carry out this responsibility it is required that teachers must register their certificates upon their initial teaching assignment in each county. In addition to registering the certificate, each teacher must file a statement which indicates the subjects, or grades in which he is approved to teach. The approval statements are checked against the teacher assignments which each local school superintendent submits in his General Annual Report. By this means the county superintendent is able to ensure that each teacher has a valid certificate and is teaching in the grade level, and/or subjects for which he is legally certified.

TABLE 23

PUPIL AND STAFF PERSONNEL SERVICES AND PROGRAMS
1966 - 67[1]

	Extent of Consultant Services for Selected Programs										
	A None		B Slight Extent		C Moderate Extent		D Fairly Extensive		E Extensive		F
	No.	%	No.	%	No.	%	No.	%	No.	%	Total
e. Adult Education	82	85	10	10	3	3	0	0	2	2	97
f. Nursery Schools	80	82	6	6	7	7	2	2	2	2	97
g. In-service Education											
1. For professional personnel	21	22	14	14	31	32	20	21	11	11	97
2. For non-certified personnel	61	63	21	22	6	6	5	5	4	4	97
h. Regular Instruction											
1. Elementary curriculum											
a. Reading & language arts	52	54	11	11	18	19	8	8	8	8	97
b. Science	55	57	12	12	22	23	5	5	3	3	97
c. Social studies	56	58	12	12	20	21	5	5	4	4	97
d. Mathematics	57	59	10	10	21	22	4	4	5	5	97
e. Foreign language	71	73	9	9	14	14	1	1	2	2	97
f. Art	69	71	11	11	10	10	4	4	3	3	97
Music	74	76	11	11	10	10	0	0	2	2	97
h. Physical education	74	76	12	12	10	10	1	1	0	0	97
2. Secondary curriculum											
a. Language arts	71	73	16	16	8	8	2	2	0	0	97
b. Science	72	74	14	14	8	8	3	3	0	0	97
c. Social Studies	73	75	13	13	9	9	1	1	1	1	97
d. Mathematics	72	74	15	15	8	8	2	2	0	0	97
e. Foreign language	79	81	11	11	5	5	2	2	0	0	97
f. Business education/distributive educ.	83	86	11	11	3	3	0	0	0	0	97
g. Homemaking	82	85	13	13	2	2	0	0	0	0	97
h. Trade/industrial/technical	80	82	11	11	5	5	0	0	1	1	97
i. Industrial arts	78	80	15	15	4	4	0	0	0	0	97
j. Agriculture	81	84	13	13	3	3	0	0	0	0	97
k. Driver/safety/education	81	84	12	12	4	4	0	0	0	0	97
l. Art	81	84	13	13	3	3	0	0	0	0	97
m. Music	80	82	12	12	4	4	0	0	1	1	97
n. Physical education	83	86	11	11	3	3	0	0	0	0	97
TOTALS	2,700		566		531		287		378		4,462
MEAN		61		13		12		6		8	

1. Source: Questionnaire to County Superintendents, November 1966.

* F = Number of counties reporting in each category.

TABLE 24

ADMINISTRATIVE SERVICE AND PROGRAMS
1966 - 67[1]

	Extent of Operation of Selected Programs										
	A None		B Slight Extent		C Moderate Extent		D Fairly Extensive		E Extensive		F* Total
	No.	%	No.	%	No.	%	No.	%	No.	%	
1. Operating Pre-service and/or In-service Programs in the Following Areas:											
a. Maintenance of building and grounds	82	85	10	10	4	4	1	1	0	0	97
b. Pupil transportation	56	58	18	19	16	16	4	4	3	3	97
c. School lunch	60	62	9	9	17	18	6	6	5	5	97
d. Secretarial service	63	65	12	12	13	13	7	7	2	2	97
e. Legal matters	38	39	8	8	27	28	21	22	3	3	97
f. School district reorganization	32	33	6	6	22	23	17	18	20	21	97
g. Site selection and/or acquisition	69	71	16	16	11	11	1	1	0	0	97
h. School building programs	64	66	19	20	11	11	3	3	0	0	97
i. Public relations for local districts	49	51	18	19	24	25	3	3	3	3	97
j. Financial budgeting/purchasing/accounting	54	56	21	22	16	16	4	4	2	2	97
k. Federal project development	54	56	21	22	13	13	6	6	3	3	97
l. Written board policy development	64	66	20	21	9	9	3	3	1	1	97
m. Orientation of school board members	53	55	21	22	17	18	4	4	2	2	97
n. Administrative organization	54	56	22	23	12	12	7	7	2	2	97
o. Teacher/administrator/board relations	52	54	22	23	16	16	5	5	2	2	97
TOTALS	844		243		228		92		48		1,455
MEAN		58		17		16		6		3	

1. Source: Questionnaire to County Superintendents, November 1966.

* F = Total number of counties reporting in each category.

TABLE 25

ADMINISTRATIVE SERVICE AND PROGRAMS
1966 - 67[1]

Extent of Consultant Services for Selected Programs

	A		B		C		D		E		F
	None		Slight Extent		Moderate Extent		Fairly Extensive		Extensive		
	No.	%	No.	%	No.	%	No.	%	No.	%	Total
2. Providing Consultant Service in the Following Areas:											
a. Maintenance of building and grounds	65	67	18	19	14	14	0	0	0	0	97
b. Pupil transportation	32	33	27	28	24	25	9	9	5	5	97
c. School lunch	34	35	23	24	26	27	8	8	6	6	97
d. Secretarial service	60	62	19	20	11	11	7	7	0	0	97
e. Legal matters	23	24	15	15	27	28	23	24	9	9	97
f. School district reorganization	17	18	12	12	21	22	20	21	27	28	97
g. Site selection and/or acquisition	61	63	24	25	11	11	0	0	1	1	97
h. School building programs	47	48	29	30	18	19	2	2	1	1	97
i. Public relations for local districts	37	38	28	29	27	28	3	3	2	2	97
j. Financial budgeting/purchasing/accounting	37	38	26	27	28	29	4	4	2	2	97
k. Federal project development	49	51	18	19	19	20	7	7	4	4	97
l. Written board policy development	51	53	27	28	15	15	3	3	1	1	97
m. Orientation of school board members	45	46	23	24	21	22	6	6	2	2	97
n. Administrative organization	42	43	27	28	21	22	3	3	4	4	97
o. Teacher/administrator/board relations	38	39	30	31	22	23	3	3	4	4	97
TOTALS	638		346		305		98		68		1,455
MEAN		44		24		21		7		5	

[1] Source: Questionnaire to County Superintendents, November 1966.

* F = Total number of counties reporting in each category.

County superintendents often provide counseling services to teachers regarding certification regulations. They frequently assist teachers applying for and renewing certificates, and offer advice concerning requirements for graduate certification programs. Many superintendents also maintain permanent records of all teachers employed in their counties. This information often serves useful when teachers are in need of verification of experience for certificate renewal or for state and federal retirement programs. This service is maintained for both public and parochial school teachers.

Transportation of Pupils. Local district superintendents must submit reimbursement claim forms to the county office for verification.[1] All information on the forms must be verified before the claim form is submitted to the State Department of Public Instruction. When reimbursement warrants are drawn, they are submitted by the state to the county superintendent for distribution to local school districts.

Annual school bus inspections are conducted by the State Department of Public Instruction. County school officials arrange for the inspection site, notify schools of the inspection site and date, and make other necessary arrangements in their county. The forms used for the bus chassis inspection, conducted by mechanics during the summer, are provided by the county office. Bus driver physical examination forms are also furnished by the county office.

The State Department of Public Instruction conducts at least one in-service education session annually for bus drivers in several regions of the state. County school officials arrange for the meetings and notify local schools concerning the arrangements.

Driver education reinbursement claims are handled through the Transportation Division of the State Department of Public Instruction, and the county office is intermediately involved in the processing of these claims.

Legal requirements involving school transportation are not generally well understood by the general public. Interpreting school transportation laws to parents and to the general public is often done by county superintendents.

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[1] Data on Iowa Schools (1967), op. cit., pp. 30-59.

Budgets. County superintendents often assist local district officials in development of their budgets.

One function performed by the county board of education is the approval of local school district budgets which exceed statutory limits.

Many county superintendents make arrangements for an official of the State Department of Public Instruction to be present in the county to provide advisory assistance to local school district superintendents and secretaries in budgetary matters.

It is customary in many counties for budgets to be filed with the county office, although this is not mandatory. The practice is helpful to the county office in interpreting the needs and problems of the schools in the county.

School Lunch. The county superintendent is required to visit and inspect school lunch programs in the county school system. The recommendations and findings of such visitations are reported to the district administrator as well as to the State Department of Public Instruction.

The county superintendent is provided with all bulletins from the School Lunch Division of the State Department of Public Instruction. By this means he is kept aware of regulations and details of the school lunch program.

The initiation of Headstart programs created a further responsibility for county officials. In many counties the county office itself conducted the Headstart program and in addition arranged with local schools for hot lunch facilities for the pupils.

School Visitations. County superintendents are required by law to visit each public school in the county at least once during each school year.

Superintendents generally have not made visitations to city schools a major function of their office. They do, however, accompany regional consultants from the State Department of Public Instruction on visitations. In addition, they often meet with the state consultants, prior to visitations, in order to review information concerning the school system in question. The county superintendent, being familiar with local conditions and problems, is able to give the state consultant some perspective concerning the school district prior to the visitation.

Many county superintendents and county boards of education visit school administrators in the local school setting in order to become familiar with local educational problems and the operation of the county schools.

Only a minor number of problems are resolved through the visitation process. The major work of the county superintendent in advising local administrators is done on a day-to-day basis through personal visits of the local superintendents to the county office, correspondence, and telephone conversations. These are aspects of general supervision which never appear in written reports but are a vital part of the operation of local schools.

School Building Planning. The county superintendent in Iowa rather than the state education agency approves local school district building programs: "Before erecting a schoolhouse, the board of directors shall consult with the county superintendent as to the most approved plan for such building, and secure his approval of the plan submitted."[1]

The present function of State Department of Public Instruction personnel is advisory to those districts requesting the service. County superintendents often review local district building plans with specialists from the State Department of Public Instruction prior to giving approval. County superintendents frequently utilize the services of county building inspectors and others in reviewing building plans.

Legal Advice. County superintendents generally have a great fund of knowledge concerning the legal aspects of school district operation and advise local superintendents, upon request, in relation to these problems. Often the county superintendent because of his experience is able to provide the answer. In other situations it is necessary for him to consult the county attorney or the State Department of Public Instruction. In any event, the county superintendent often provides advisory legal service to local districts which would otherwise not be as readily available.

Professional Staff In-Service Education. The County Institutes, as provided for by law, have tended to become less important in recent years. Educators generally have recognized that in-service education is not advanced materially through single day meetings. County superintendents in many cases exercise the authority vested in them in Chapter 273[2], and obtain special subject-matter supervisors and consultants for local school districts in lieu of the annual County Institute.

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[1] Iowa Laws (1966), Chapter 297, Section 7.

[2] Ibid., Section 18, Sub-Section 7.

This is a service which many see as a primary responsibility of intermediate units. The state of the situation in regard to employment of special personnel by the county office is shown in Section "B" of this chapter.

Reports. The county superintendent transmits a large number of report forms to local districts. He often consults with local district officials concerning instructions for completing the reports and frequently audits the reports prior to submission to the State Department of Public Instruction.

In order to indicate the scope of this function, the following list of report forms represents a partial listing of the diverse forms which are made to or through the county superintendent's office:

Transportation reimbursement claims.
General and Supplemental Aid claims.
Secretary's and Treasurer's annual reports.
Affidavits of depository banks.
Handicapped persons report.
Census reports.
Superintendents' (local district) General Annual report.
I.P.S.E.D.S. (The Iowa Professional School Employees Data Sheets).
Inventories of Special Practices.
Library reports.
Guidance reports.
Drop-out reports.
Audio-Visual-Aid reports.
Graduate Follow-Up reports.
Summer School reports.

The county superintendent's role in the processing of these and other reports is valuable to the state education agency. The initial processing of the data by officials close to the source is important.

Personnel of County School Systems

This section presents information concerning the number and type of personnel employed by county school systems in the 1966-67 school year, classified into four categories: administrative, special service, regular educational, and special education instructional personnel.

The data were obtained through a questionnaire submitted to county superintendents, as outlined previously, with 97 county units comprising the total involved in this part of the survey.

Administrative Personnel. The number of administrative and secretarial personnel, and the salary information for these positions are shown in Table 26. The number of county superintendents is less than the number of single county and merged county school systems because of numerous agreements for the joint employment of a single administrator by two or more counties. It can be noted that it is not a common practice of county school systems to employ assistant county superintendents. The majority of the approximately 70 administrative assistants are personnel employed to conduct the business functions of the county superintendent's office.

TABLE 26

NUMBER AND SALARY COSTS OF ADMINISTRATIVE AND SECRETARIAL PERSONNEL (FULL-TIME EQUIVALENCY) OF COUNTY SCHOOL SYSTEMS IN IOWA, 1966-67*

Position	Number	Salary Cost
County Superintendents	69.09	$720,929
Assistant County Superintendents	4.99	36,940
Administrative Assistants	69.56	308,353
Secretarial Personnel	81.33	286,981
Total	224.97	$1,353,203

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

Special Service Personnel. The number and type of special service personnel employed by county school systems are summarized in Table 27.

Psychologists and speech therapists make up the largest group of special service personnel. There were 123.83 full-time equivalent speech therapists and 80.45 full-time equivalent psychologists.

TABLE 27

NUMBER AND SALARY COSTS OF SPECIAL SERVICE PERSONNEL (FULL-TIME EQUIVALENCY) OF COUNTY SCHOOL SYSTEMS IN IOWA 1966-67*

Position	Number	Total Salary Cost
Guidance	9.37	$ 89,300
Social Work	7.30	56,772
Psychologist	80.45	649,826
Psychiatrist	.48	2,499
Speech Therapist	123.83	792,488
Hearing Specialist	13.67	98,194
Educational Researcher	1.50	10,500
Federal Program Consultant	2.75	30,322
Nurse	2.75	12,600
Audio-Visual	7.68	51,946
Library	2.83	8,170
TOTAL	252.61	$2,606,317

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

Few county school systems in the 1966-67 school year employed guidance consultants, social workers, psychiatrists, research specialists, federal program consultants, nurses, audio-visual consultants, or library consultants.

Regular Educational Personnel. The number and type of regular educational personnel are summarized in Table 28. As can be noted, county school systems typically employ few regular educational personnel. Over one-half of personnel classified in this category were education supervisors or consultants.

Special Education/Instructional Personnel. The number and type of special education, instructional personnel are summarized in Table 29.

The two largest groups of special education, instructional personnel are the teachers of educable mentally retarded classes and the teachers of trainable mentally retarded classes. There were 127.70 full-time equivalency teachers of the educable mentally retarded and 80.43 full-time equivalency teachers of the trainable mentally retarded. These two groups comprised over three-fourths of the 248.36 personnel of county school systems classified in this category. Few county school systems employed teachers of homebound, blind, or deaf children.

TABLE 28

NUMBER AND SALARY COSTS OF REGULAR EDUCATIONAL PERSONNEL (FULL-TIME EQUIVALENCY) OF COUNTY SCHOOL SYSTEMS IN IOWA *
1966-67

Position	Number	Salary Cost
Director of Elementary Education	6.36	$ 54,900
Elementary Education Supervisor and Consultant	13.90	122,753
K-12 Curriculum Director	1.00	12,000
K-12 Curriculum Supervisor	5.00	43,400
TOTAL	26.26	$233,053

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

The Allocation of Time, By Function of Personnel. Table 30 presents a summary of the allocation of time, by function, of county school personnel. Only those personnel for which time distributions were reported are included. Therefore, the number of personnel, full-time equivalency, used in the table may not coincide with previously identified data. The information in the survey was reported by county superintendents of schools.

Nearly one-third of the county superintendents reported that they spend more than 75 per cent of their time in county office administration, one of four categories identified. County superintendents spent little time performing any of the other functions listed. This statement is also true of administrative assistants and secretarial personnel.

Special service personnel spend little time performing the function of county office administration. Social workers, speech therapists, and hearing specialists spent the majority of their time in direct contact with students in local school districts.

As reported by county superintendents more than one-half of the psychologists spend more than one-half of their time in direct contact with students of local school districts. Further, one-half of the psychologists spent no time in county office administration.

TABLE 29

NUMBER AND SALARY COSTS OF SPECIAL EDUCATION/INSTRUCTIONAL PERSONNEL, FULL-TIME EQUIVALENCY OF COUNTY SCHOOL SYSTEMS IN IOWA*
1966-67

Position	Number	Total Salary Cost
Director of Special Education	18.75	$169,096
Consultant Special Education	3.05	28,059
Consultant Mentally Retarded	5.35	37,192
Teachers Educable Mentally Retarded Classes	127.70	706,673
Teacher Trainable Mentally Retarded Classes	80.43	409,756
Teacher Homebound Student	.60	480**
Teacher Blind Children	3.60	17,903
Teacher Deaf Children	3.80	19,212
Supervisor Work Study Program	5.08	35,035
TOTAL	248.36	$1,423,406

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

**Figure as reported does not appear to be correct.

TABLE 30

PER CENT OF COUNTY SCHOOL SYSTEM PERSONNEL SPENDING
LESS THAN TWENTY-SIX PER CENT OR MORE THAN SEVENTY-FIVE
PER CENT OF THEIR TIME PERFORMING SPECIFIED FUNCTIONS* 1966-67

		Functions: County Office Administration		Functions: Consultation with Local District Administration and Supervisory Personnel		Functions: Consultation with Local District Teachers and Other Staff		Functions: Direct Contact with Local District Students	
	Number of Personnel Full-time Equivalency	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%
1. Administrative Personnel									
a. County Superintendent	65.47	3.1	31.5	86.1	0.0	96.9	0.0	98.5	0.0
b. Assistant County Superintendent	4.99	40.2	20.0	60.0	0.0	60.0	0.0	100.0	0.0
c. Administrative Assistant	67.56	0.0	76.6	98.5	0.0	97.0	0.0	100.0	0.0
2. Secretarial Personnel	54.83	0.0	92.7	100.0	0.0	96.3	0.0	100.0	0.0
3. Special Service Personnel									
a. Guidance	9.37	68.0	0.0	44.8	0.0	65.8	10.7	69.4	0.0
b. Social Workers	6.30	84.1	0.0	95.2	0.0	95.2	0.0	0.0	69.9
c. Psychologists	75.05	98.0	0.0	99.6	0.0	90.7	2.2	2.5	27.7
d. Psychiatrists	.48	100.0	0.0	100.0	0.0	100.0	0.0	0.0	0.0
e. Speech Therapist	111.33	100.0	0.0	100.0	0.0	100.0	0.0	0.0	76.2
f. Hearing Specialist	11.47	100.0	0.0	100.0	0.0	100.0	0.0	0.0	60.0
g. Educational Researcher	1.50	66.7	0.0	33.3	0.0	100.0	0.0	100.0	0.0

TABLE 30 (Continued)

		Functions:							
	Number of Personnel Full-time Equivalency	County Office Administration		Consultation with Local District Administration and Supervisory Personnel		Consultation with Local District Teachers and Other Staff		Direct Contact with Local District Students	
		Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%
h. Federal Program Consultants	2.75	100.0	0.0	0.0	18.1	100.0	0.0	100.0	0.0
i. Nurses	2.50	100.0	0.0	100.0	0.0	100.0	0.0	0.0	20.0
j. Doctors	None								
k. Dentist	None								
l. Audio-Visual	6.68	52.4	28.1	62.5	0.0	47.5	15.0	100.0	0.0
m. Library	2.83	0.0	29.4	100.0	0.0	64.7	0.0	64.7	0.0
4. Regular Educational Personnel									
a. Director/Elementary Education	6.00	50.0	0.0	83.3	0.0	16.7	16.7	83.3	0.0
b. Supervisor/consultant Elementary Education	13.90	100.0	0.0	71.9	0.0	64,0	0.0	56.8	21.6
c. Director of Secondary Education	None								
d. Supervisor/consultant Secondary Education	None								
e. K-12 Curriculum Director	1.00	100.0	0.0	100.0	0.0	0.0	0.0	100.0	0.0

TABLE 30 (Continued)

		Functions:							
	Number of Personnel Full-time Equivalency	County Office Administration		Consultation with Local District Administration and Supervisory Personnel		Consultation with Local District Teachers and Other Staff		Direct Contact with Local District Students	
		Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%
f. K-12 Curriculum Supervisor/ consultant	5.00	100.0	0.0	100.0	0.0	0.0	0.0	100.0	0.0
g. Adult Education Director/ Consultant	None								
h. Adult Education Teachers	None								
i. Nursery School Teachers	None								
j. Nursery School Director	None								
5. Special Education/ Instruction Personnel									
a. Director Special Education	17.00	70.8	1.5	68.6	4.9	74.4	1.2	64.2	0.0
b. Consultants/ Special Education	2.80	91.1	8.9	96.4	0.0	44.6	16.1	28.6	35.7
c. Teachers Gifted Children	None								
d. Consultants Mentally Retarded	4.35	77.0	0.0	69.0	0.0	5.7	0.0	100.0	0.0

TABLE 30 (Continued)

		Functions:							
	Number of Personnel Full-time Equivalency	County Office Administration		Consultation with Local District Administration and Supervisory Personnel		Consultation with Local District Teachers and Other Staff		Direct Contact with Local District Students	
		Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%	Less Than 26.0%	More Than 75.0%
e. Teacher Educable Classes	126.50	100.0	0.0	100.0	0.0	98.4	1.6	1.6	93.7
f. Teacher Trainable Classes	74.43	100.0	0.0	100.0	0.0	99.6	.4	0.4	99.6
g. Teacher Homebound Students	.60	100.0	0.0	100.0	0.0	100.0	0.0	0.0	100.0
h. Teacher Blind Children	1.60	100.0	0.0	100.0	0.0	100.0	0.0	0.0	62.5
i. Teacher Deaf Children	2.60	100.0	0.0	100.0	0.0	100.0	0.0	0.0	100.0
j. Supervisors Work/ Study Programs	3.88	93.6	0.0	32.0	0.0	60.1	0.0	27.8	0.0

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

Summary. Table 31 presents the number of county school system personnel in each of the four categories used in this study.

TABLE 31

NUMBER AND SALARY COST TOTALS OF COUNTY SCHOOL SYSTEM PERSONNEL (FULL-TIME EQUIVALENCY) 1966-67*

Position	Number	Salary Cost
Administrative and Secretarial Personnel	224.97	$1,353,203
Special Service Personnel	252.61	2,606,317
Regular Educational Personnel	26.26	233,053
Special Education/Instructional Personnel	248.36	1,423,406
TOTAL	752.20	$5,615,979

*Source: Questionnaire to County Superintendents of Schools, November, 1966.

A total of 752.20 personnel full-time equivalency were employed by the county school systems of the state during the 1966-67 school year. This number was almost equally divided between the three categories, administrative and secretarial personnel, special service personnel, and special educational instructional personnel. Only 26.26 personnel, full-time equivalency, classified as regular educational personnel were employed.

The presentation of all county school personnel reported is shown in Table 32.

TABLE 32

SUMMARY OF COUNTY SCHOOL SYSTEM PERSONNEL (FULL-TIME EQUIVALENCY) AND SALARY DATA* 1966-67

Position	A Number	B Mean Salary
Administrative and Secretarial		
County Superintendent	67.23	$10,713
Assistant County Superintendent	4.99	7,403
Administrative Assistant	67.56	4,564
Secretarial Personnel	80.83	3,550
Special Service Personnel		
Guidance	8.97	9,161
Social Workers	6.00	9,462
Psychologists	79.05	8,710
Psychiatrists	.48	5,206
Speech Therapist	120.43	6,581
Hearing Specialist	13.47	7,289
Educational Researchers	1.50	7,000
Federal Program Consultants	2.75	11,027
Nurses	2.25	5,600
Audio-Visual	6.68	7,776
Library	1.83	4,465
Regular Educational Personnel		
Director Elementary Education	6.36	8,633
Supervisor and Consultant for Elementary Education	13.90	8,831
K-12 Curriculum Director	1.00	12,000
K-12 Curriculum Supervisor/Counselor	5.00	8,680
Special Education/Instructional Personnel		
Director of Special Education	18.55	9,115
Consultant/Special Education	3.05	7,159
Consultant/Mentally Retarded	5.35	6,951
Teachers Education Classes	126.50	5,586
Teachers Trainable Classes	76.43	5,361
Teacher Home Bound Student	.60	800
Teacher of Blind	3.60	4,973
Teacher of Deaf	3.60	5,336
Supervisor/Work Study Program	4.88	7,179

*These means are based on adjusted figures. The only figures used in the calculations of the means were those which indicated both a salary and a number of personnel for a particular position.

VI. RECENT DEVELOPMENTS IN COUNTY SCHOOL SYSTEM ADMINISTRATION

Introduction

A number of significant developments have occurred in recent years in county school system administration in Iowa. These include significant legislative action regarding the county unit of school government, the development and growth of multi-county special education programs, joint employment of county superintendents, and other cooperative programs between counties, and the use of the county unit in the planning and implementation of selected federal and state educational programs.

These developments have been influenced in large part by two parallel movements in Iowa:

1. A recognition by county superintendents of schools and boards of education that the county unit, as traditionally structured, could not provide needed educational leadership and implement needed educational change.

2. A recognition by the State Board of Public Instruction and the State Department of Public Instruction, supported by legislative action, that a strengthened county unit of school administration, or combination of units, could serve as a valuable instrument or vehicle in the improvement of education in the state.

Recent Legislative Action

Each of the past three sessions of the Iowa General Assembly has witnessed considerable activity regarding the county unit of school administration. Efforts have been made in the Sixtieth, Sixty-First, and Sixty-Second sessions of the General Assembly to restructure this unit. All three sessions have seen unsuccessful legislation introduced to eliminate this level of school government.

In 1965, however, legislation was enacted permitting two or more adjacent county school systems to merge by concurrent action of county boards of education.

Another significant legislative action regarding the county school system was the passage of three statutes in 1965, by the Sixty-First General Assembly, which relate to intergovernmental relations.

A discussion of each of these two developments and their impact on county school administration follows.

Permissive Legislation Enacted Allowing Merger of County School Systems. The Sixty-First Iowa General Assembly in 1965 enacted House File 553 amending Chapter 273 of the Code of Iowa which permitted adjacent county school systems to merge by concurrent action of county boards of education. Following are excerpts of this legislation which is generally regarded as one of the most forward looking steps in school government in Iowa in recent years. The complete bill can be found in Appendix E.

EXCERPTS OF HOUSE FILE 553
Chapter 273, Section 22 Code of Iowa

Section

2. County boards of education, in any two or more adjacent counties, may by concurrent action of the respective boards of directors at their regular meetings in July, or at special meetings thereafter, called for that purpose, merge the respective county school systems into one school system...provided that said merger shall be approved by the state board of public instruction...provided that the notice of proposed merger shall be published at least twenty (20) days prior to the proposed merger.

3. The merged system shall become effective upon the first day of July, following the approval of said merger by the state board of public instruction.

4. The territory of the 'joint county system' shall be divided into six (6) election areas by the affected county boards in joint session and be as nearly as possible of equal size and population, and contiguous territory.

5. There shall be a 'joint board of education' which shall consist of seven (7) members, one member to be elected from each of the respective election areas... and one member to be elected at large...elections to the joint board of education shall be held at the annual school elections in odd numbered years for members whose terms expire on the first Monday in October following such elections and their terms of office shall be for six (6) years.

6. For the purpose of selecting the initial membership of the joint board of education, the respective county boards shall meet in joint session, at least thirty (30) days prior to the effective date of the joint system, and select, from their own membership, one member residing in each of the aforesaid election areas and one member at large. The members so selected shall assume office upon the effective date of the joint system for respective interim terms to be

determined by lot... on the effective date of the joint system of respective county boards of education shall cease to exist and the joint board of education shall thereafter exercise the powers and perform the duties of the said respective boards.

7. The joint board shall have the authority to provide adequate office facilities by renting or leasing same for a period not to exceed ten (10) years. The board shall designate a central office and may designate such branch offices as necessary with such designation, rental or leasing of facilities subject to the approval of the state board. In the event that the joint board cannot on the location of the central office and branch offices, the state board shall so designate.

Section 3.

In addition to the procedure set forth in Section Two of this Act for the merger of county school systems the county boards of education of any two or more adjacent counties upon receipt of a petition signed by not less than ten (10) per cent of those voting for governor in the last general election in each county, shall call a special election in said counties for the purpose of merging the respective county school systems into one school system.

Policy Statement of State Board of Public Instruction on County Mergers. The State Board of Public Instruction is presently operating under the following policy in regard to merger of county school systems under Section 273.22, Code of Iowa:

> Since the state pattern for area school districts is almost complete, these same basic areas should be used for the framework of "Joint County Systems" under the provisions of Section 273.22, Code of Iowa.[1]

Merger of County School Systems. Since the passage of permissive legislation in 1965, three mergers of county school systems, involving eight county units, as shown in Table 33, have taken place. The first merger included Scott and Muscatine counties which became a joint-county unit on July 1, 1966. The two remaining mergers were completed during the 1966-67 school year and became effective on July 1, 1967. These involved Black Hawk and Buchanan counties, and a four-county merger of Cerro Gordo, Floyd, Mitchell and Worth county school systems. As shown in Figure 5, the three mergers conform with the policy statement of the State Board of Public Instruction in that the mergers are within the framework of area community college area vocational-technical districts.

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[1] Source: Iowa State Department of Public Instruction, May, 1967.

TABLE 33

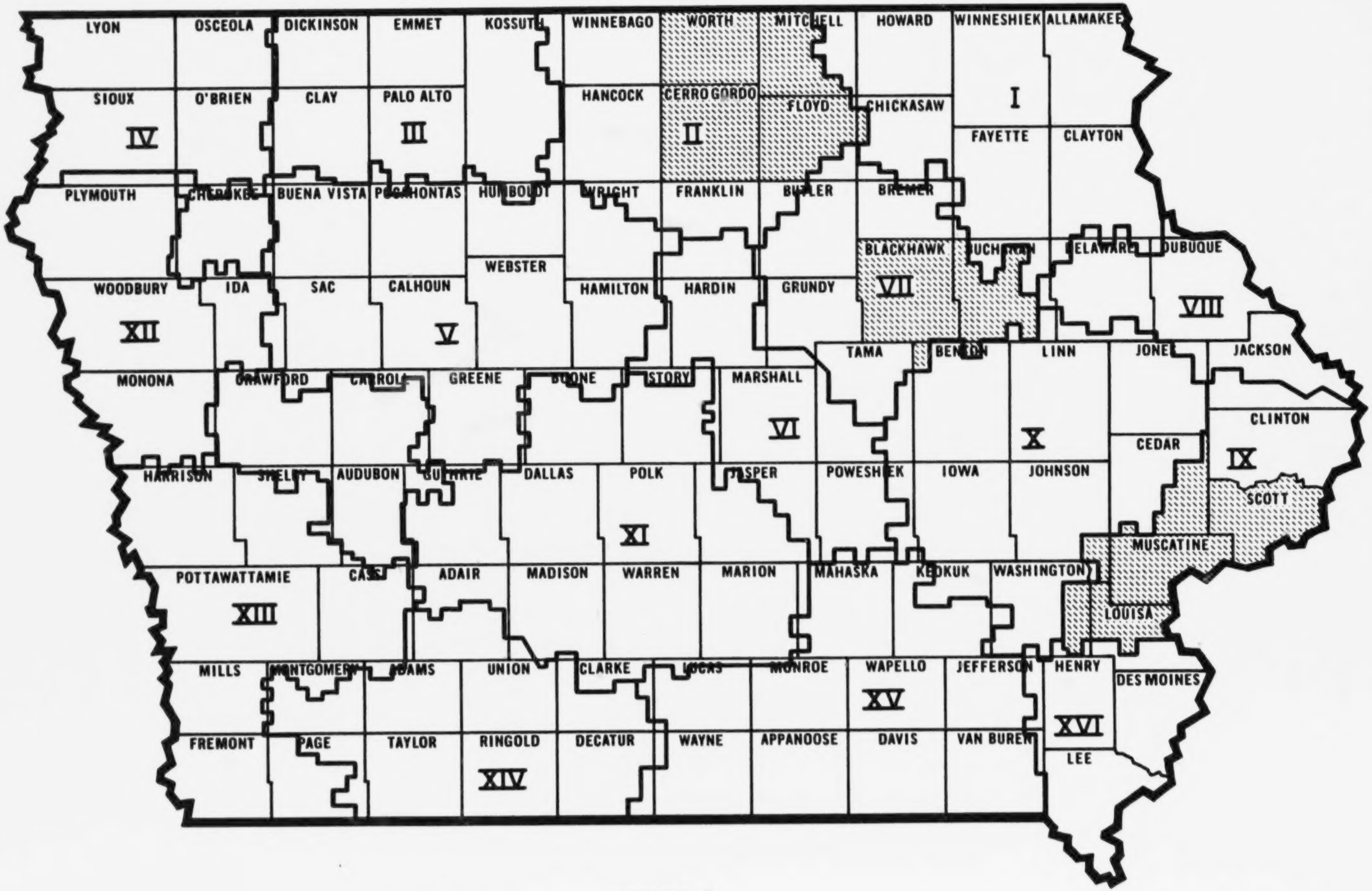
APPROVED MERGERS OF COUNTY SCHOOL SYSTEMS*
July 1, 1967

County School Systems	Effective Date	Number of Public High School Districts	Public School Enrollment K-12 Fall 1966	Assessed Valuation 1965
Scott-Muscatine	7-66	7	38,977	$300,857,340
Black Hawk-Buchanan	7-67	8	32,029	250,825,306
Cerro Gordo-Floyd-Mitchell Worth	7-67	13	19,817	213,640,829

*Source: Iowa State Department of Public Instruction, July, 1967.

In addition to the actual mergers which have taken place, serious discussion of merger has occurred in a number of other areas of the state.

Intergovernmental Relations. In recent years increasing attention has been given to the importance of intergovernmental relations at all levels of government. Considerable interest has been focused on federal-state, interstate, and state-local relations. The growing realization of intergovernmental relations on these three levels is based in large measure on a


LYON
OSCEOLA
DICKINSON
EMMET
KOSSUTH
WINNEBAGO
WORTH
MITCHELL
HOWARD
WINNESHIEK
ALLAMAKEE
SIOUX
O'BRIEN
CLAY
PALO ALTO
HANCOCK
CERRO GORDO
FLOYD
CHICKASAW
FAYETTE
CLAYTON
I
II
III
IV
PLYMOUTH
CHEROKEE
BUENA VISTA
POCAHONTAS
HUMBOLDT
WRIGHT
FRANKLIN
BUTLER
BREMER
BLACKHAWK
BUCHANAN
DELAWARE
DUBUQUE
WEBSTER
WOODBURY
IDA
SAC
CALHOUN
HAMILTON
HARDIN
GRUNDY
VII
VIII
XII
V
TAMA
BENTON
LINN
JONES
JACKSON
MONONA
CRAWFORD
CARROLL
GREENE
BOONE
STORY
MARSHALL
VI
X
CLINTON
CEDAR
IX
HARRISON
SHELBY
AUDUBON
GUTHRIE
DALLAS
POLK
JASPER
POWESHIEK
IOWA
JOHNSON
SCOTT
XI
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RINGOLD
DECATUR
WAYNE
APPANOOSE
DAVIS
VAN BUREN
XVI
LEE
XIV

FIGURE 5

APPROVED MERGED COUNTY SCHOOL SYSTEMS* July 1, 1967
Key: ▨ Merged County School System Approved by State Board
*Source: Iowa State Department of Public Instruction, July 1, 1967

recognition that the planning and efforts of the federal, state and local governments are, in the final analysis, directed in many cases toward identical services, purposes, and achievements.[1]

More recently, intra-local governmental relations are being examined. Intra-local governmental relations, particularly school-municipal, and municipal-county relations are now being studied. This recent interest in intra-local governmental relations has been influenced in large part by two significant developments:

1. A growing realization by decision-makers at the local level of government that effective cooperation, coordination, and planning by all local governmental subdivisions is critical.[2]

2. Federal and state legislative encouragement of local governmental subdivisions to engage in cooperative programs, services, and activities.

In Iowa, a number of statutes have been enacted in recent years which promote and encourage intergovernmental relations. The recency of the passage of these statutes does not permit an accurate assessment to be made of their impact on intergovernmental relations. They do, however, provide the necessary legal framework within which extensive cooperative agreements may be made.

The Sixty-First Iowa General Assembly in 1965 completed action on three bills that will undoubtedly have a significant effect on intra-local governmental relations in the state in the years ahead.

Senate File 554, Chapter 28D.3, provided for the interchange of personnel between governmental levels and agencies.[3] The second of the three bills was Senate File 631, Chapter 239. The bill authorized school districts to participate with counties, cities, and towns in the joint use of public buildings to be operated by a public authority created under Chapter 239.[1] The third and final major legislation enacted, House File 188, Chapter 28E.3, is perhaps the most sweeping and far-reaching of all permitting the joint exercise of governmental powers by levels of government, federal, state, and local.[2]

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[1] E. Robert Stephens, The Identification and Analysis of Cooperative Programs Between School District Governments and Municipal Governments in the State of Iowa (unpublished Doctoral dissertation, The University of Iowa, Iowa City, Iowa, 1966), p. 1.

[2] Ibid., p. 5.

[3] 1965 Iowa Laws Affecting Local Government (Iowa City: Institute of Public Affairs, The University of Iowa, 1965), p. 21.

Joint-Cooperative Action

Multi-County Special Education Program. The number of multi-county special education programs in existence in the 1966-67 school year is shown in Table 34. A total of 57, or approximately 58 per cent, of the 98 county school systems were engaged in some form of multi-county special education activity. Nearly all multi-county programs involved programs between two, three, or four counties. However, it is to be noted that there was one five-county program in existence in the 1966-67 school year involving Wapello, Jefferson, Henry, Davis, and Van Buren county school systems.

TABLE 34

NUMBER OF MULTI-COUNTY SPECIAL EDUCATION PROGRAMS*
1966-67

Type	Number	Number of Counties in Programs**
Two-county	7	14
Three-county	6	18
Four-county	5	20
Five-county	1	5
TOTAL	19	57

Per Cent of Counties Engaged in Multi-County Special Education Programs 58%
*Source: Iowa State Department of Public Instruction, November, 1966.
**Exclusive of Scott-Muscatine Merged County School System.

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[1] Ibid., p. 24.

[2] Ibid., p. 19-20.

The individual counties engaged in multi-county special education programs are shown in Figure 6. It is to be noted that the county school systems engaged in joint special education activities were somewhat geographically distributed in all sections of the state. In addition, most joint programs tended to be developed in sparsely populated counties. The most notable exceptions to this were joint programs involving Woodbury, Cerro Gordo and Wapello counties which include the population centers of Sioux City, Mason City and Ottumwa, respectively.

The State Board of Public Instruction is presently operating under the following policy in regard to joint-county services under Section 273.14, Code of Iowa:

> Joint-county agreements for service under Section 273.14, Code of Iowa, will continue to be approved for only one year at a time and the State Board gives all possible encouragement to the development of merged joint county systems under the provisions of item one above.[1]

The term "item one" in the above policy statement refers to the use of area community college, area vocational-technical districts as the basic framework for joint-county agreements.

Joint Employment of County Superintendents. The number of counties jointly employing a singly chief administrative officer during the 1966-67 school year is shown in Table 35. A total of 51, or slightly more than one-half of the 98 county school systems, were administered by a superintendent having joint responsibility for two or more counties. The majority of joint-employment agreements were for two county units, although approximately one-fourth involved three-county units, and one, that of Union, Clarke, Ringgold, and Decatur counties, was a four-county agreement.

The combinations of counties employing a single administrator are shown in Figure 7. As was true of multi-county special education programs, such agreements were found in all geographic sections of the state. However, unlike joint special education programs, all except one joint-employment agreement existed in sparsely populated county school systems. The one exception was the joint agreement between Black Hawk and Buchanan Counties. Two of the state's largest cities, Waterloo and Cedar Falls, are both located in Black Hawk County.

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[1] Source: Iowa State Department of Public Instruction, May 1967.

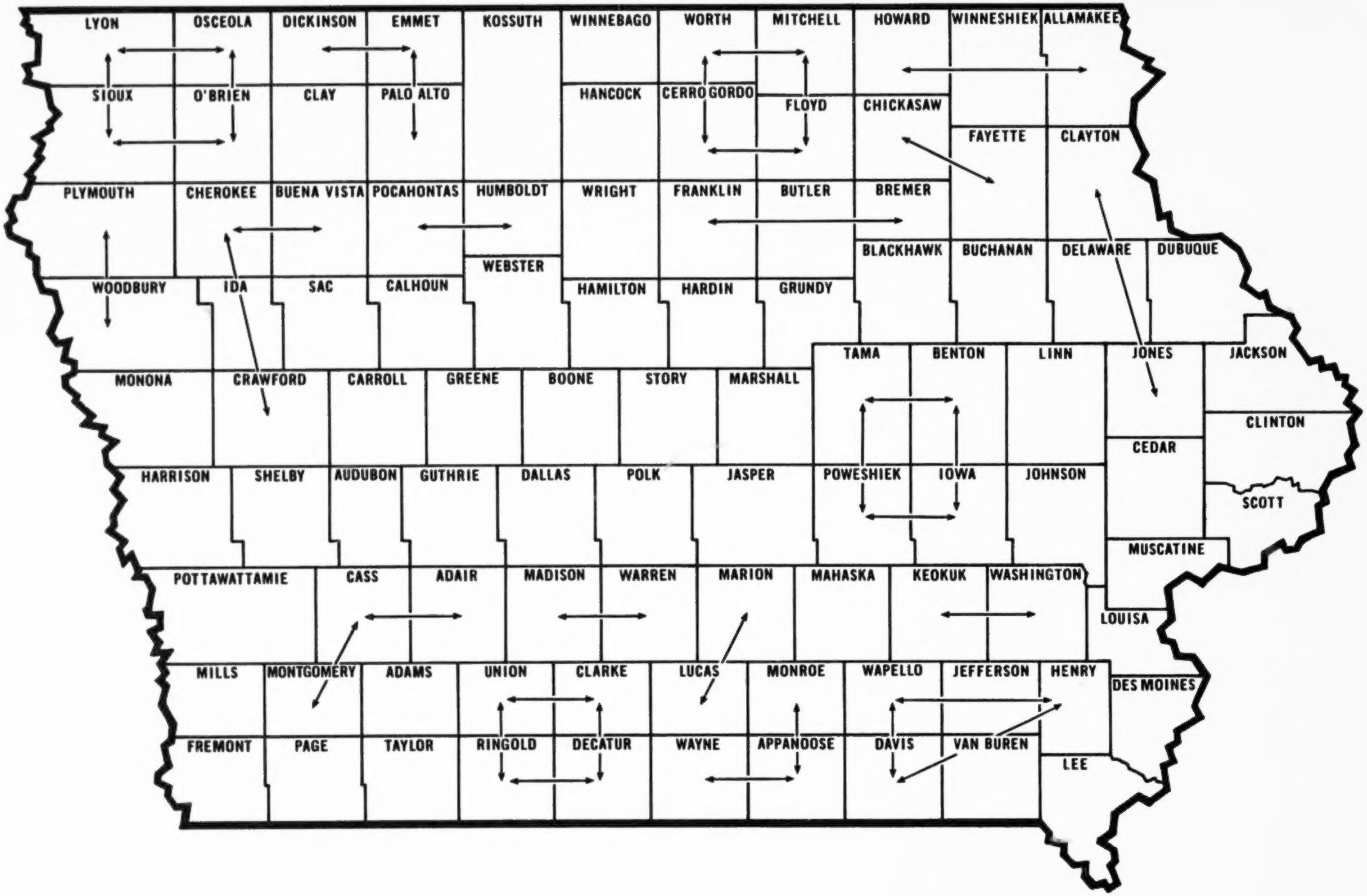
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FIGURE 6

MULTI-COUNTY SPECIAL EDUCATION PROGRAMS* 1966-67

*Source: Iowa State Department of Public Instruction, November, 1967

TABLE 35

NUMBER OF COUNTIES ENGAGED IN JOINT EMPLOYMENT OF COUNTY SUPERINTENDENT OF SCHOOLS* 1966-67

Type	Number	Number of Counties**
Two-county	16	32
Three-county	5	15
Four-county	1	4
TOTAL	22	51

Per Cent of Counties in Joint Employment of County Superintendents of Schools 52%

*Source: Iowa State Department of Public Instruction, November, 1966.
** Exclusive of Scott-Muscatine Merged County School System

The Use of the County Unit of School Administration in the Planning and Implementation of Recent Federal and State Programs

Increasingly in recent years the county unit of school administration has played a major role in the planning and implementation of federal and state programs. Illustrative of the involvement of the county unit in federal and state program planning are: (1) the establishment of area community college, area vocational-technical districts, (2) the establishment of area special education equipment depositories, and (3) implementation of Titles I, II, and III of the Elementary and Secondary Education Act of 1965. A brief description of the role of the county unit of school administration in the planning and implementation of these programs follows.

The Establishment of Area Community College, Area Vocational-Technical Districts. In 1965 the Sixty-First Iowa General Assembly enacted Senate File 550 which permitted the creation of not more than twenty area community college or area vocational-technical districts in the state. The boards of education of two or more adjacent counties were authorized to plan for the merger of county school systems, or parts thereof, for the purpose of providing an area vocational-technical school or area community college. The creation of area schools was contingent

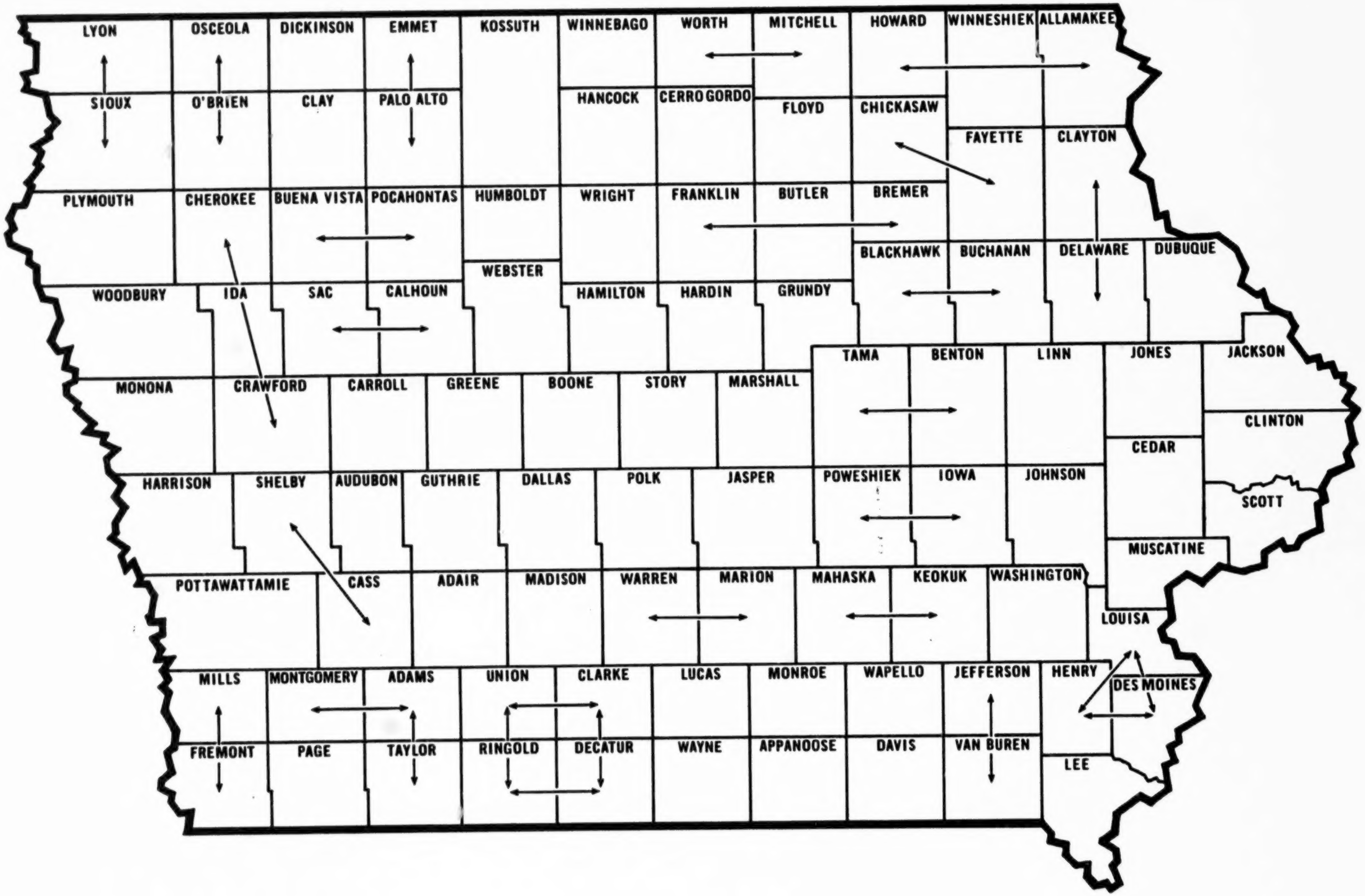
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FIGURE 7
JOINT EMPLOYEMNT OF COUNTY SUPERINTENDENTS OF SCHOOLS* 1966-67
*Source: Iowa State Department of Public Instruction, November, 1966

upon the approval of the State Board of Public Instruction and the concurrent approval of all county boards of education involved. As shown in Figure 8 in July, 1967, fifteen area schools have thus far been established.

The Establishment of Area Depositories for the Distribution of Curriculum Aids and Equipment Used by Handicapped Children. Chapter 281, Code of Iowa, authorizes the Division of Special Education, State Department of Public Instruction, to purchase and otherwise acquire special equipment and curriculum aids for use in educational programs for handicapped children. The rationale for the state educational agency's involvement, rather than local school districts providing and maintaining all necessary kinds of special equipment and materials, is that these items are often in short supply or needed for a short period by a given child or special education program.

The Division of Special Education has coordinated the purchase of equipment and acted as a central depository for the exchange and distribution of special equipment and materials on a state-wide basis. In the early years of the program this plan was adequate, but the annual addition of special items soon created administrative and organizational problems which limited the state-wide program.

In June, 1966, the State Board of Public Instruction approved a plan whereby sixteen central county school systems would serve as area depositories for special equipment and curriculum materials used by handicapped children in the public schools of the state. The sixteen central county units were designated to administer the distribution of large print and Braille books, magnifiers, recorders, talking books, amplifiers, specially designed textbooks series, and numerous other items to local school districts comprising each region. The county units selected as regional depositories and the area served by each are shown in Figure 9.

Title I, Elementary and Secondary Act of 1965. The purpose of Title I is to help local school districts broaden and strengthen school programs for educationally disadvantaged children. The appropriations can be used to hire additional staff, construct facilities, acquire equipment, add programs and services, and similar projects to meet the educational needs of deprived children in both public and private schools.

In the 1966-67 school year, the great majority of the projects were administered by local school districts, although twelve county school systems served as cooperating agencies for one or more of the 1,353 projects.

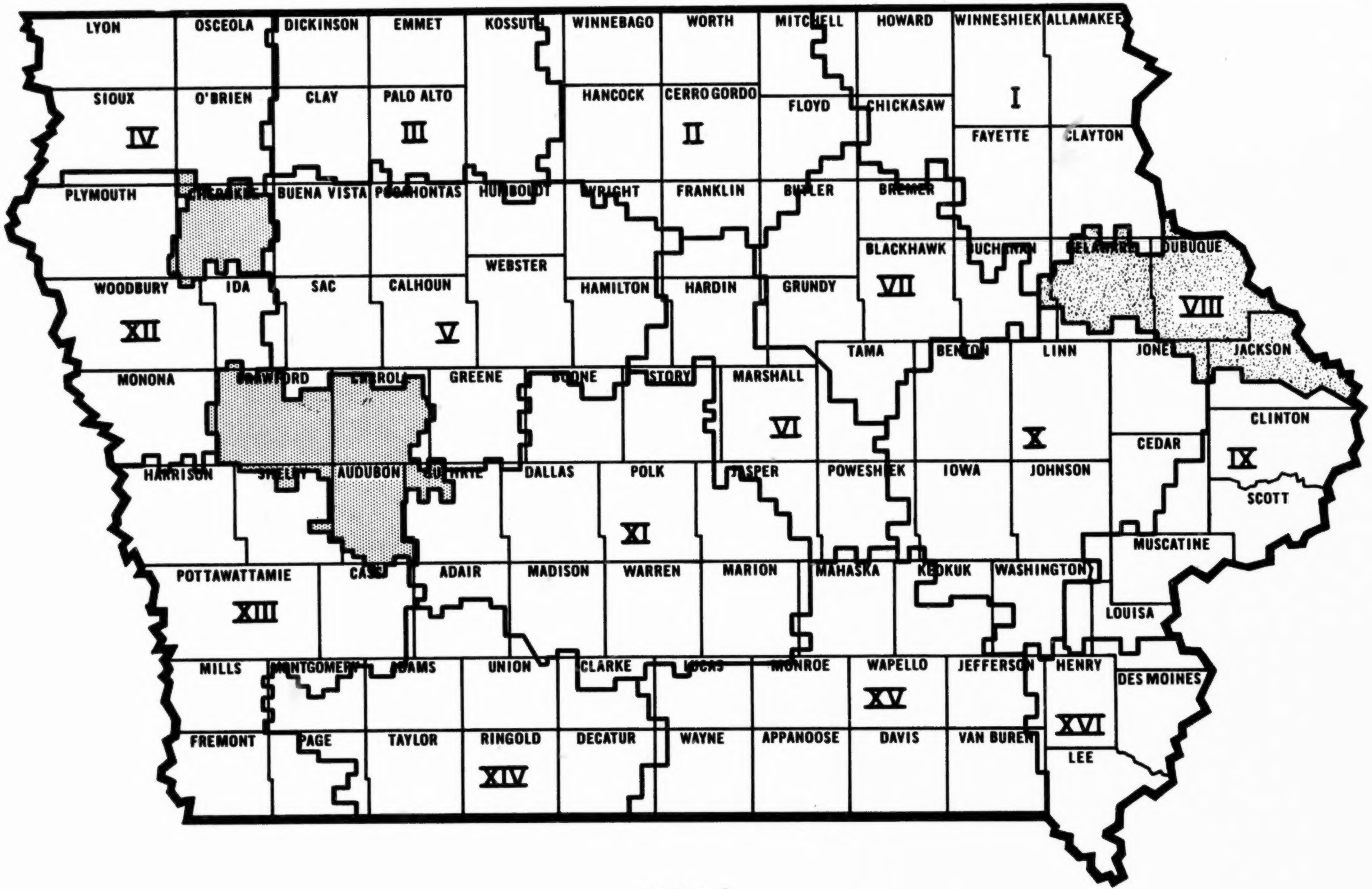
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FIGURE 8

AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS* July, 1967

Key: ░ Unassigned ▒ Unorganized

*Source: Iowa State Department of Public Instruction, July, 1967.

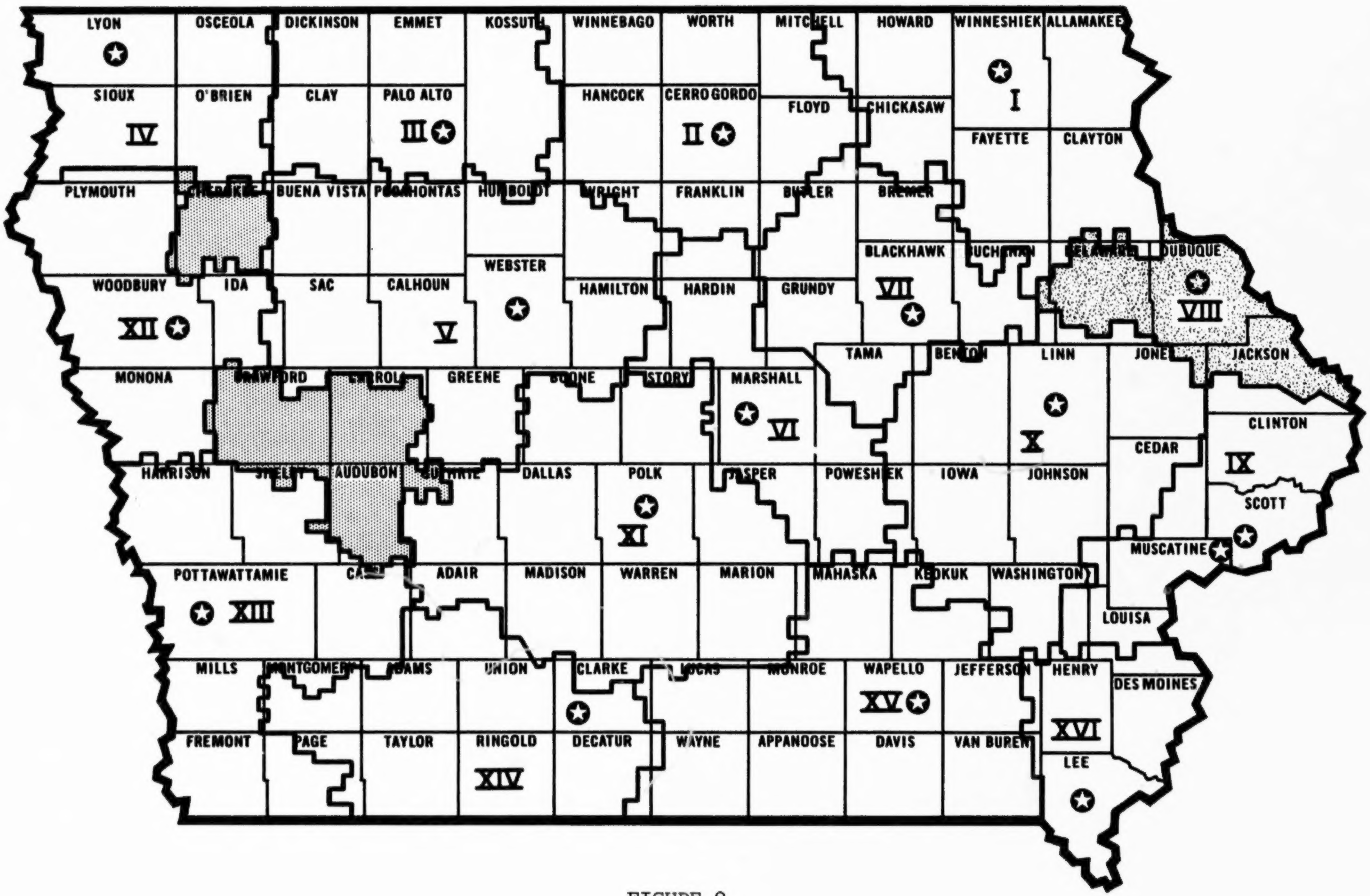
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FIGURE 9

COUNTY SCHOOL SYSTEMS SERVING AS AREA DEPOSITORIES FOR CURRICULUM AIDS AND EQUIPMENT USED BY HANDICAPPED CHILDREN* 1966-67

*Source: Iowa State Department of Public Instruction, April, 1967.

Title II, Elementary and Secondary Education Act of 1965. This title authorizes appropriations to states for school library resources, textbooks, and other instructional materials. Approved materials include books, periodicals, documents, magnetic tapes, phonograph records, and other printed and published materials.

Title II is permissive legislation. It was therefore necessary for each state to develop a state plan within general guidelines established by the federal government. In the development of a plan for Iowa, the State Department of Public Instruction adopted the following general principles:

1. Each school is able to provide its own textbooks, so none will be distributed on a regional basis.

2. The area or regional approach for the selection, purchase, and distribution of other educational materials will assure maximum benefits to the greatest number of children.[1]

In identifying regions, the State Department of Public Instruction utilized the area concept that was developing in the state and designated sixteen regional subagencies, whose boundaries in most cases follow the area vocational-technical or area community college district lines, to implement the state plan. The sixteen regional subagencies designated were county school systems. The county units selected are shown in Table 36. The areas served by each of the regional agencies are shown in Figure 10.

Title III, Elementary and Secondary Education Act of 1965. Title III authorizes appropriations for supplementary educational centers and services. The program serves three basic functions: (1) to improve education by enabling a community to provide services not now available to children, (2) to raise the quality of educational services already offered, and (3) to stimulate and assist in the development and establishment of exemplary elementary and secondary school educational programs to serve as models for regular school programs. Title III proposals are approved by the Office of Education, although state educational agencies must endorse all proposals.

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[1] Source: Iowa State Department of Public Instruction, April, 1967.

TABLE 36

ALLOCATION OF TITLE II FUNDS, ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965* Fiscal Year, 1967

Area No.	County School System	Allocation
I	Winneshiek	$ 77,329.35
II	Cerro Gordo	75,133.18
III	Palo Alto	57,705.90
IV	Lyon	57,006.25
V	Webster	89,503.52
VI	Marshall	62,305.78
VII	Black Hawk	100,132.38
VIII	Dubuque	89,717.70
IX	Scott-Muscatine	109,650.16
X	Linn	118,511.14
XI	Polk	178,283.78
XII	Woodbury	97,559.09
XIII	Pottawattamie	90,905.68
XIV	Clarke	53,052.27
XV	Wapello**	87,842.82
XVI	Lee	75,884.60

*Source: Iowa State Department of Public Instruction, May 1967.

**Wapello County has contracted the administration of Title II to the Area XV Vocational-Technical School, Ottumwa, Iowa

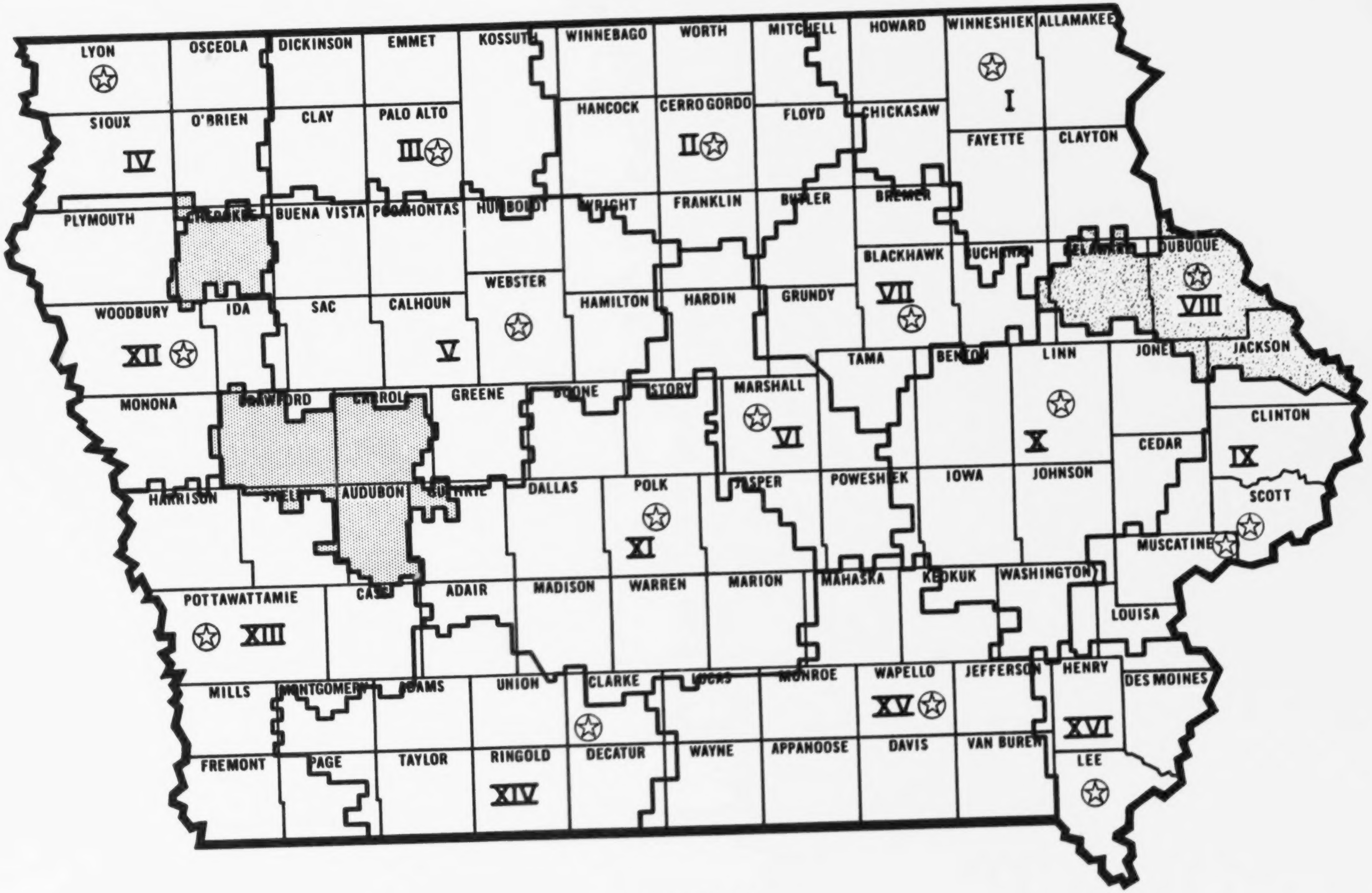
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FIGURE 10

COUNTY SCHOOL SYSTEMS SERVING AS REGIONAL SUBAGENCIES
FOR THE ADMINISTRATION OF TITLE II FUNDS,
ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965* Fiscal Year 1967
*Source: Iowa State Department of Public Instruction, April, 1967.

In Iowa, nine Title III programs were approved during the 1966-67 year. As shown in Table 37, five, or 56 per cent of the nine funding agencies, were county or merged school systems. There appears to be evidence which suggest that the State Department of Public Instruction has and will continue to give priority to Title III proposals submitted by county school systems or merged county school systems. This may be gleaned from an examination of new Title III proposals approved for the 1967-68 school year which are shown in Table 38. While three of the seven approved Title III programs were submitted by county or merged county units, these involved the largest appropriations.[1]

TABLE 37

APPROVED TITLE III PROJECTS, ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965* 1966-67

Agency	Project Title
1. Bettendorf Community School District	"Project Outward Bound"
2. College Community School District	"Summer Outdoor Education Program"
3. Linn County Board of Education	"Planning to Determine Appropriate Functions and Services of a Multi-County (Area)Education Unit"
4. Scott-Muscatine Merged County Board of Education	"Area IX Total Information System"
5. Polk County Board of Education	"Area XI Area Cooperative Computer Educational System Services"
6. Van Buren Community School District	"A Comparative Study of Techniques for Providing Services to Children in Areas of Health, Physical Education, and Recreation by Establishing Pilot Demonstration Centers in All Elementary Schools in Van Buren Community School District"
7. Wapello County Board of Education	"Area XV Computer Controlled Media Resource and Data Center"

*Source: Iowa State Department of Public Instruction, February 1967.

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[1] Source: Iowa State Department of Public Instruction, May, 1967.

TABLE 38

NEW TITLE III PROJECTS, ELEMENTARY AND SECONDARY EDUCATION ACT OF 1965* 1967-68

Agency	Project Title
1. Sac Community School District	"Sac Community Performing Arts Project"
2. Clarinda Community School District	"Bi-State Project for the Improvement of In-Service Teacher Education through Science"
3. Linn County Board of Education	"An Area Pilot Project for In-Service Education"
4. Polk County Board of Education	"Impact"
5. Woodbury County Board of Education	"Elementary School Developmental Mathematics Programs"
6. Des Moines Community School District	"After School Television Broadcasting Correlated With Elementary School Curricula"
7. Des Moines Community School District	"Central Iowa Low Achiever Math Project"

*Source: Iowa State Department of Public Instruction, May, 1967.

CHAPTER VII

THE MAJOR NEEDS OF LOCAL SCHOOL DISTRICTS IN THE STATE OF IOWA CREATING THE NEED FOR A RESTRUCTURED EDUCATIONAL SERVICE AGENCY

I. INTRODUCTION

The purpose of Chapter VII is to establish the needs of local school districts in the state of Iowa in providing a quality educational program and to consider ways in which these needs can be met.

In pursuing this question the following procedures are used: (1) an overview of the major tasks of public education in the United States and in Iowa as found in the professional literature, (2) a review of the literature concerning the adequate size of local school districts necessary to perform the educational tasks identified, (3) examination of selected characteristics of local school districts in the state of Iowa, (4) consideration of the major problems, obstacles, and limitations faced by local school districts providing a quality educational program, (5) presentation of conclusions concerning the need for the establishment of multi-county regional educational service agencies in the state, and (6) a consideration of alternative approaches for the improvement of education in Iowa.

II. AN OVERVIEW OF THE TASK OF PUBLIC EDUCATION

This section contains an overview of the literature concerning the tasks of public education in the United States and the state of Iowa. No attempt was made to provide a comprehensive review; rather the intent was to select statements which highlight the generally accepted functions of public education. The purpose of this review is to provide background for the discussions presented in other sections of this chapter.

The Tasks of Public Education in the United States

Education, throughout history, has been viewed as contributing to the societal goals of nations. In this regard Downey stated:

> Education in primitive society enforced the *status quo* and was the bastion of tradition. Hebrew civilization stressed the religious

> purpose of education. In Athens the purpose of education was both rational enlightenment and the preparation for citizenship. Sparta regarded militarism as the goal of education and specialized in the art of warfare rather than in the art of peace. In Rome, education was more practical than in Athens, special emphasis being placed upon the obligations of citizenship. During the Middle Ages, it was thought that this life was only a preparation for the beyond; hence, the sciences were subordinated to theology. During the Renaissance the natural capacities of man were glorified; education emphasized individualism rather than spiritual collectivism. The educated man could speak several languages, he was versed in the arts, and he looked down upon the rustic manners of the medieval knight. In modern times the scientific goals of education have been stressed. Science gave us the basis for the industrial revolution and revolutionized the physical world.[1]

In America the "Deluder Satan" Law, passed by the Massachusetts General Court in 1647, laid the groundwork for the development of the free, universal, locally managed public school in America. Its real objective however, was to assure the continuance of the Puritan tradition by making it possible for all to read the Bible.[2]

In 1749 Benjamin Franklin stated new tasks of education which were in the minds of those who saw the need for the more practical training of youth to meet the demands of a changing commercial and industrial civilization. His Academy, established in Philadelphia in 1851, proposed compromise in the teaching of "everything that is useful, and everything that is ornamental." Basically, his Academy was intended to cater to the rising middle class who needed an education for business, industry, and farming.[1] Actually, Franklin was in the vanguard of those who saw vocation, aesthetic, and physical education as essential tasks of public schools.

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[1] Lawrence W. Downey, The Task of Public Education, The Perception of People (Chicago: Midwest Education Center, University of Chicago, 1960), p. 7.

[2] Wayne P. Truesdell, "A History of School Organization and Superintendence in Iowa," (unpublished Doctoral dissertation, University of Iowa, Iowa City, Iowa, 1965), pp. 20-21. Taken from Henry Suzello, The Rise of Local School Supervision in Massachusetts (New York: Teachers College, Columbia, 1906), p. 11.

Jefferson was moved by the establishment of popular government in America to try to assure that the citizens would be able to exercise the democratic franchise effectively. He interposed the task of education for democracy into the existing educational objectives. He proposed, in 1779, that the State of Virginia provide a system of schools which was to be public, tax supported, and managed by local citizens. All children were to receive three years of education at public expense in public elementary schools, and if they showed talent, additional education by the use of scholarships through the public high schools and colleges.[2] But Jefferson, like Franklin, although each saw clearly the task of vocational and citizenship training, was unable to break the lethargy of the time and promote schools to achieve these new tasks. It is significant that Jefferson's proposal to the Legislature of Virginia in 1779 came some eleven years before the Constitutional Convention but had little influence upon the convention in recognizing the importance of education.

Horace Mann exemplified a new concept concerning the place of public education in society. As part of the "Great Awakening" from 1830 to 1860, his leadership as Commissioner of Education of Massachusetts from 1837 to 1848 did much to broaden the accepted tasks of public education. His twelve reports to the State Board of Education are landmarks in a movement to establish free public education, complete tax support, separation of school from religious dominance, training of teachers, more humane discipline, and a graded school. His "common school" concept made a degree of education available to all youth in America. He stressed such tasks of the school as (1) moral training, (2) skill in fundamental processes, (3) citizenship, (4) physical education, and (5) aesthetic training.[3]

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[1] Benjamin Franklin, "The Education of Youth in Pennsylvania," 1749, Introductory Readings in Education, Frederick Mayer (ed.), (California: Dickenson Publishing Co., 1966), pp. 14-20.

[2] Thomas Jefferson, "Notes on Virginia," pp. 20-31.

[3] Newton Edwards and Herman Richey, The School in the American Social Order (Boston: Houghton Mifflin Co., 1963), pp. 311-314.

The National Education Association was among the first professional organizations to publish a definition of the tasks of education. In 1918, the National Education Association Commission on Reorganization of Secondary Education published the Seven Cardinal Principles of Secondary Education.[1] They expanded on previous concepts of (1) good health, (2) command of fundamental processes, (3) vocational efficiency, (4) civic efficiency, and (5) ethical character, to include the more controversial areas of (6) worthy home membership, and (7) worthy use of leisure. By 1918 the high school, as we know it today, was emerging, based on a new concept of twelve years of free public education for all. In 1890, 7 per cent of the 14 to 17 year old age group was in school, increasing to 15 per cent in 1910, 32 per cent in 1920, 51 per cent in 1930, 73 per cent in 1940, and 91 per cent in 1961.[2]

In 1931 the National Education Association attempted to meet the demands for an emphasis on social and economic education. In that year it suggested that the goals of education were: (1) hereditary strength, (2) physical security, (3) participating in the growing civilization, (4) a dynamic and flexible personality, (5) suitable occupation, (6) economic security, (7) mental security, (8) equality of opportunity, and (9) freedom and fair play.[3]

Again, in 1938, the National Education Association saw the growing emphasis on the individual in his economic, social, political, and personal environment, and proposed the following purposes of education in American democracy:

1. Self-realization, including the inquiring mind; command of fundamental processes including speech, reading, writing and numbers; sight and hearing; health knowledge, health habits and public health; recreation; intellectual interests; aesthetic interests; and character.

2. Human relationships, including respect for humanity, friendships, cooperation, courtesy, appreciation of the home, conservation of the home, homemaking, and democracy in the home.

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[1] Commission on Reorganization of Secondary Education, Cardinal Principles of Secondary Education (Washington: U.S. Government Printing Office, 1918).

[2] Ibid.

[3] Downey, op. cit., p. 8. Taken from the Committee on Social and Economic Goals, Implications of Social and Economic Goals for Education (Washington: National Education Association, 1937).

3. Economic efficiency, including work, occupational information, occupational choice, occupational efficiency, occupational adjustment, occupational appreciation, personal economics and consumer judgment.

4. Civic responsibility, including social justice, social activity, social understanding, critical judgment, tolerance, conservation, social applications of science, law observance, economic literacy, political citizenship, and devotion to democracy.[1]

The educator can readily sense the increasing responsibilities of the school toward the education of the whole child as a member of an increasingly complex society.

In 1944 the National Education Association published the Imperative Needs of Youth, which was drafted by the National Association of Secondary School Principals. Perhaps these were the clearest expressions of the tasks of public education yet enunciated. They included ten needs: (1) salable skills, (2) health and physical fitness, (3) citizenship, (4) family life, (5) purchase and use of goods and services, (6) scientific knowledge and methods, (7) appreciation of beauty, (8) wise use of leisure time, (9) respect for others, ethical values, and cooperation, and (10) ability to think, express thoughts and listen.[2]

Many other groups and individuals have formulated objectives or tasks of education in the years since 1918. Of the most recent, the report of the White House Conference on Education in 1955 merits attention because of its reversion from the great emphasis on social and personal goals to the more intellectual aspects of education. On the subject of priority assignments it stated:

> The development of the intellectual powers of young people, each to the limit of his capacity, is the first responsibility of the schools. Beyond this basic task, all kinds of instruction are not equally important for all children, and

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[1] Educational Policies Commission, The Purposes of Education in American Democracy (Washington: National Education Association, 1938).

[2] National Association of Secondary School Principals, Planning for American Youth (Washington: National Education Association, 1944).

> their importance varies from community to community. A primary responsibility of any local school authority is to establish priorities of significance among basic general education, specialized education of all kinds, and extra-curricular activities.[1]

Downey's recital of various objectives of education was preliminary to the establishment of some basic concepts upon which he could test people's perceptions. He classified the tasks of education under four major headings and sixteen sub-headings as follows:

A. Intellectual Dimensions
  1. Possession of Knowledge
  2. Communication of Knowledge
  3. Creation of Knowledge
  4. Desire for Knowledge

B. Social Dimensions
  1. Man to Man
  2. Man to State
  3. Man to Country
  4. Man to World

C. Personal Dimensions
  1. Physical
  2. Emotional
  3. Ethical
  4. Aesthetic

D. Productive Dimensions
  1. Vocation-Selective
  2. Vocation-Preparative
  3. Home and Family
  4. Consumer[2]

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[1] Downey, op. cit., pp. 17-18. Taken from The Committee for the White House Conference on Education, A Report to the President (Washington: U.S. Government Printing Office, 1956).

[2] Downey, op. cit., p. 24.

Once classified, the objectives were submitted to a cross section of the population to determine their perception of the tasks of education. Each person was asked to sort cards containing these proposed tasks of education into seven piles from most important to least important. The population to which the sixteen tasks were sent covered a sampling from each of the four geographic areas in the United States and from Canada. It included educators and lay persons. All types of occupations, different socio-economic strata, and different types of communities were included in the sample. There was apparent universal acceptance of the goal of developing intellectual dimensions as a task of both elementary schools and high schools. The possession of knowledge (A1) and communication of knowledge (A2) ranked first in tasks of both the elementary school and high school, while desire for knowledge (A4) ranked second.[1]

The above discussion of the tasks of education attempts to put into perspective the major objectives of the school. They should be kept in mind in structuring any type of educational unit, or in emphasizing any type of educational service.

The Tasks of Public Education in the State of Iowa

In addition to the preceding statements concerning the tasks of public education nationally, several statements concerning the tasks of education in Iowa are pertinent.

The State Board of Public Instruction in Iowa published a policy statement in 1963 entitled "Future Goals for Public Schools in Iowa."[2] The State Board of Public Instruction stated as its purpose in publishing the document that of acquainting "the people of Iowa with the Board's position relative to the MINIMUM educational program necessary to meet the needs of children."[3] It continues: "Our schools have the obligation to provide a basic education for all as well as to help develop the special interests, needs, talents, and abilities of each individual who attends these schools."[4] Further elaboration of this basic objective follows:

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[1] Ibid., p. 37.

[2] State Board of Public Instruction, State of Iowa, "Policy Statement, Future Goals for Public Schools in Iowa," revised November, 1963 (Mimeographed).

[3] Ibid., p. 1.

[4] Ibid.

1. Educational program. "The educational program includes not only instruction in the specific academic and vocational areas but those related services and activities (including audio-visual, guidance, health services, library, and special education) that are necessary to reinforce the process of education as it applies to the specific needs of the individual."

2. Provision for specialized services. These include such specialized services as:

Special Education Services
  a. Psychological services
  b. Special classes
  c. Itinerant teachers
  d. Consultation services
Guidance Services
Library
Audio-Visual
School Health[1]

One of the problems visualized by the State Board of Public Instruction in meeting these objectives was the problem of obtaining well qualified personnel. This and "appropriate physical facilities and instructional equipment must be provided to insure that the teaching staff and pupils have the proper environment and the necessary tools with which to work."[2]

The report continues by expressing the concept that effective programs cannot be provided in small school districts. A minimum of at least 100 students per grade in high school is needed.[3]

Previously, in 1958, the State Department of Public Instruction published a list of twelve major goals of education in Iowa:

1. To develop and maintain sound physical and mental health

2. To achieve a growing command of the fundamental learnings

3. To establish an understanding of and belief in oneself

4. To work easily and effectively with others

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[1] Ibid., pp. 1-4.

[2] Ibid., p. 4.

[3] Ibid., p. 5.

5. To understand and respect our democratic heritage

6. To develop ability to use personal resources wisely

7. To build a personal system of moral standards and spiritual values

8. To grow in awareness and enjoyment of things of beauty

9. To develop wholesome leisure-time interests

10. To grow increasingly in good judgment and intelligent action

11. To develop an inner compulsion for lifelong learning

12. To thoroughly consider and plan for a career.[1]

The State Department of Public Instruction outlined seven means by which these goals of education in Iowa could be implemented:

1. Improvement of the competency of teachers through better inducements for talented students to choose teaching, and higher levels of certification to reject the less fit.

2. Continued efforts to improve school-community relationships.

3. Recognition that the duty of public education is to all of its citizenry.

4. A practical, up-to-date curriculum aimed at achieving these major goals of education.

5. Well planned school plants to promote educational efficiency.

6. Adequate equipment and instructional materials selected to obtain the greatest mileage out of the school tax dollar.

7. A diversified curriculum to offer training in all occupations, and in all areas leading to personal fulfillment. The potential engineer in the small community should have opportunities equivalent to those found in the metropolitan school.[2]

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[1] State Department of Public Instruction, How Good Is Your Local School System? Bulletin No. 100, A Guide for Examining the Quality of Your Local School System (Des Moines: State of Iowa Department of Public Instruction, 1958), pp. 6-8.

[2] Ibid., pp. 8-9.

A final word in the publication relates to the manner in which the objectives can be implemented. They include a school large enough so that teachers can be assigned in their major areas, where a wide subject choice is possible, where equipment is adequate for all subjects, and teachers are well qualified.[1]

III. A REVIEW OF THE LITERATURE ON ADEQUATE SCHOOL DISTRICT SIZE

General consensus has developed concerning the tasks of public education in the United States and in Iowa. A critical question arises as to what size of basic administrative unit is required to offer the type of educational program needed to fulfill these tasks.

Considerable interest has been focused in the professional literature in recent years upon the effect of school size on various aspects of the educational process. Research efforts concerned with the question of adequate size of local school districts are reviewed in this section. While this review is not all inclusive, an effort is made to consider at least a representative sample of research dealing with one major aspect of local school district size, that of student enrollment. In this review, "adequate size" refers only to this one dimension of the multi-dimensional size criterion. The treatment is thus limited to the total number of students enrolled in a local school system or in a single attendance center within a local district. The size criterion, as measured by the number of pupils enrolled, is the principal variable. Relationships between enrollment and seven other major factors, including (1) pupil achievement, (2) educational costs, (3) breadth of educational program, (4) extra-curricular activities, (5) professional staff qualifications, (6) special services, and (7) school plant are considered.

Size and Pupil Achievement

At the elementary school level, the few research efforts identified for review suggested a positive relationship between school size and academic attainment. It appears, however, that the question of size and pupil achievement in the secondary school has received the bulk of the research attention.

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[1] Ibid., p. 9.

In 1932, Nelson surveyed the literature related to elementary pupils' achievement and size of school attended. He noted that twenty-two of twenty-four investigators found a higher level of academic achievement in larger schools. Nelson's study of San Francisco area elementary schools was inconclusive, however. He therefore cautioned against an *a priori* assumption that large size guarantees educational efficiency.[1]

More recently, Street, Powell, and Hamblin concluded that Kentucky seventh and eighth graders in schools with 300 or more students demonstrated higher achievement than those in schools with enrollments of 100 to 299, or in those with less than 100 pupils.[2] It should be noted that the size of schools in the Kentucky sample was relatively small. Of the 112 schools studied 47 were one-room rural schools, and the largest attendance center in the sample enrolled 836 children.

Theophilus restricted his sample of Iowa elementary schools to single attendance centers with 200 or more pupils. He reported that pupil achievement as measured by the Iowa Tests of Basic Skills definitely increased as attendance-center size increased.[3]

Many studies focusing on secondary schools have found a high positive correlation between school size and academic achievement. For example, Kreitlow paired ten Wisconsin school districts on the basis of "non-reorganized" and "reorganized." He used achievement test results for first graders and observed slightly higher achievement by children in non-reorganized districts. However, achievement tests administered to the same students during sixth, ninth, and twelfth grades showed no correlation for either boys or girls between size and ninth grade academic attainment, as measured by standardized tests.[4]

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[1] Thomas L. Nelson, "A Comparison of the Achievement of Pupils of One or More Teachers With That of Pupils in Schools With Eight or More Teachers" (unpublished Doctoral dissertation, University of California, Berkeley, 1932).

[2] Paul Street, James H. Powell and John W. Hamblin, "Achievement of Students and Size of School," *Journal of Educational Research,* Vol. 55 (March, 1962), pp. 261-266.

[3] W. S. Theophilus, "Relationship Between Size of School and Expenditures and Quality of Education in Elementary Schools" (unpublished Doctoral dissertation, Iowa State University, Ames, 1954).

[4] Burton W. Kreitlow, "Reorganized Districts of Wisconsin," *Special Bulletin* (Madison: University of Wisconsin, 1960).

Using the Iowa Tests of Educational Development, Gray concluded that students in Iowa high schools with enrollments exceeding 1,000 had the greatest "gain score." Students in high schools of 400 to 999 achieved the highest composite scores.[1] Contradictory findings were recently reported in another Iowa study in which 323 high schools constituted the sample. Stout and Rudolph stated that the relationship of student academic achievement to size was not statistically significant.[2] An earlier Iowa study tends to refute the latter conclusion and to strengthen Gray's observations. In his 1960 investigation, Feldt analyzed scores from 1959 Iowa Tests of Educational Development earned by 80 per cent of Iowa's high school students. This analysis indicated that the differential in the senior year between the largest high school and the smallest amounted to a full year's academic growth.[3]

For purposes of research with college-bound seniors, Arkansas high schools were placed in five enrollment-size categories. The groups were: 150 students or less, 200 to 350, 400 to 550, 600 to 750, and over 750. Achievement was based on American College Test scores. Seniors from schools in the three largest categories had significantly higher composite scores than did those from the two smallest categories.[4] Similar findings for 46 Nebraska high schools were reported by Jantze. He noted that scholastic attainment increased as school size increased up to a point somewhere in the 400 to 799 enrollment range. At that point, achievement began to show a gradual decrease.

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[1] Stuart C. Gray, "A Study of the Relationship Between Size and the Number of Qualitative and Quantitative Factors of Education in Four Sizes of Secondary Schools in Iowa" (unpublished Doctoral dissertation, University of Iowa, Iowa City, 1961).

[2] Jerry B. Stout and Wayne A. Rudolph, "Does Size Make a Difference?" (unpublished paper, Univeristy of Iowa, Iowa City, January 1967). (Mimeographed).

[3] Leonard S. Feldt, "The Relationship Between Pupil Achievement and High School Size" (unpublished paper, University of Iowa, Iowa City, 1960). (Mimeographed).

[4] Fay W. Smith, "An Analysis of the Relationship of Size of Arkansas High School and the Achievement of College Bound Seniors," (unpublished Doctoral dissertation, Arkansas State University, Conway, 1961).

[5] Ralph D. Jantze, "An Analysis of the Relationship of Accreditation, Finance, and the Size of Nebraska High Schools to Scholastic Achievement," (unpublished Doctoral dissertation, University of Nebraska, Lincoln, 1961).

With reference to "the exceptional high school senior" (those in the upper 10 per cent), at least one researcher disagreed with some of the findings previously cited. His conclusion was that size of school is not an important factor when the exceptional student's achievement is measured by standardized tests.[1]

Small-school proponents frequently contend that student "drop-out" rate is much lower in the small high schools than in the larger secondary attendance centers. Empirical evidence in support of this contention was not found. In fact, two of the studies reviewed did indicate that "holding power" of high schools is not related to total enrollment. Hartung analyzed "drop-out" rates in twenty-two Illinois schools, outside the Chicago area, and found no statistically significant differences in large and small high school "drop-out" rates.[2] Similar findings for Iowa schools were reported by Opstad, who concluded that school size per se is not related to a school's "holding power."[3]

Student success in college and its relationship to the size of the secondary school attended has also been the subject of considerable investigation.

Weaver stated that graduates of large North Carolina high schools averaged more college credit hours from freshman through senior year than did small school graduates. Further, graduates of small North Carolina high schools had lower college grade-point averages from freshman through senior year than did graduates of larger schools. The graduates of large high schools when compared to graduates of the smaller schools were less prone to failure in college and more likely to graduate than those from smaller schools.[4]

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[1] Kenneth E. Anderson, C. Page Tate and Herbert A. Smith, " A Study of the Variability of Exceptional High School Seniors in Science and Other Academic Areas," Science Education, Vol. 42 (February, 1958), pp. 42-59.

[2] Maurice Hartung, "Is There an Optimum Size for a High School?" School Review, Vol. 61 (February, 1953), pp. 68-72.

[3] Paul E. Opstad, "Non-Scholastic Factors Associated with Drop-outs From Public Schools in Iowa" (unpublished Doctoral dissertation, University of Iowa, Iowa City, 1958).

[4] Charles H. Weaver, "The Influence of Size Upon the Quality of the High School" (unpublished Doctoral dissertation, University of North Carolina, Chapel Hill, 1961.)

When related to college success, Iowa secondary attendance-center enrollments between 400 and 999 were found to be optimum. Graduates of high schools in this category obtained higher college freshman grade-point averages than students from smaller or larger high schools. Schools in this size category also had the highest proportion of graduates enrolled in college.[1]

However, a 1959 study of 127 seniors at Central Michigan Universtiy indicated that those seniors who had graduated from large high schools did not have college grade-point averages significantly higher than graduates of smaller schools.[2] Further, a negative relationship between high school size and college success was noted for 637 Texas A&M agricultural students who had ranked in the lower quartile on achievement and aptitude tests in high school.[3]

One researcher concluded that the pattern of studies completed by a student in high school influences college achievement more than does size of the secondary school. He therefore concluded that if the small high school could offer the diversity of courses found in the larger school, there would be no difference in college achievement between graduates of small and large schools.[4]

The Ohio School Survey Committee reported that students from high schools with enrollments under 250 were generally less well prepared for college and had poorer college records when compared with students who had graduated from schools with more than 250 pupils.[5]

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[1] Gray, loc. cit.

[2] Esther R. Altman, "The Effect of Rank and Class in Size of High School on the Achievement of Central Michigan Senior Class of 1957," Journal of Educational Research, Vol. 52 (April, 1959), pp. 307-309.

[3] J. R. Bertrand, "The Relationship Between Enrollment of High Schools From Which Students Graduated and Academic Achievement of Agricultural Students: Texas A&M College," Journal of Experimental Education, Vol. 25 (September, 1956), pp. 59-69.

[4] Irvin T. Lathrop, "Scholastic Achievement at Iowa State College Associated with High School Size and Course Pattern," Journal of Experimental Education, Vol. 29 (September, 1960), pp. 37-38.

[5] Ohio Education Association, "The Relationship Between Academic Achievement of Students in College and the Size of High School From Which They Were Graduated," A report of the Education Council (Columbus, Ohio: Ohio Education Association, 1959), pp. 7-10.

Student achievement has also been considered in terms of the number of Ph.D's granted to graduates of secondary schools of various sizes. The findings strongly favored the larger schools.[1]

Failure to complete college has also been considered in relation to size of high school. From a study of 617 students who had withdrawn from the University of Arkansas, it was reported that the withdrawal rate was significantly greater among graduates of small schools. However, when mental ability was held constant, size of secondary school attended was little consequence.[2]

Size and Educational Costs

Most studies of school size and educational costs have concentrated on the secondary schools. However, Grieder reported that the point of greatest economy was reached in elementary schools of 400 enrollment. According to the same writer, peak economy was attained in secondary schools of 500 students.[3]

Other researchers, including C. B. Smith,[4] have stressed cost advantages as school size is increased to the 800 to 1, 200 pupil range. It appears that above this size range, cost factors increase rather than decrease as school size is increased. Morris, calling attention to high costs in schools enrolling fewer than 200 pupils, suggested that per-pupil expenditure tended to level off after enrollment exceeded 600.[1] In one Iowa study it was reported that the lowest secondary school costs were found in schools in the 500 to 800 pupil category.[2] Another study in the same state suggested 1,000 as the optimum secondary enrollment figure for fiscal efficiency.[3]

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[1] Lindsay Harmon, "High School Backgrounds of Science Doctorate," Science, Vol. 133 (March, 1961), pp. 34-54.

[2] Albert L. Dickenson, "Analysis of the Relationship of Size of Arkansas High Schools to Academic Success of Graduates in the First Year at the University of Arkansas" (unpublished Doctoral dissertation, University of Arkansas, Fayetteville, 1958).

[3] Calvin Grieder, "Relation of School District Reorganization to Finance in Business Administration," Review of Educational Research, Vol. 17 (April, 1947), pp. 167-177.

[4] C. B. Smith, "Study of the Optimum Size of Secondary Schools" (unpublished Doctoral dissertation, The Ohio State University, Columbus, 1961).

One writer stated that the greatest increase in per-pupil expenditure occurred as secondary school enrollment fell below 350 students.[4] Peck's results were similar in that per-pupil expenditures and size were inversely related, and the greatest cost increase came about as enrollment dropped below 350-400.[5]

Studies of district-wide educational costs have also established an inverse relationship between size and cost. This relationship seems to hold even when sub-districts in very large metropolitan school districts are considered.[6] An upper limit of the inverse ratio was established by Hansen, however. Focusing upon the total cost of educational programs in grades one through twelve, he investigated 589 school districts in ten states. District size ranged from 1,500 to over 846,000 pupils. Hansen asserted that unit costs declined consistently as district size rose to approximately 20,000 students. Although the enrollment point at which unit costs were minimized was not specifically established, the median for all districts was approximately 50,000 pupils.[1]

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[1] Harold J. Morris, "Relationship of School Size to Per Pupil Expenditure in Secondary Schools in Nine Southern States" (unpublished Doctoral dissertation, George Peabody College for Teachers, Nashville, 1964).

[2] Stout and Rudolph, loc. cit.

[3] Gray, loc. cit.

[4] William J. Woodham, Jr., "The Relationship Between the Size of Secondary Schools, the Per Pupil Cost and Breadth of Education Opportunity" (unpublished Education dissertation, University of Florida, Gainesville, 1951).

[5] Roderick B. Peck, "The Influence of Enrollment and Expenditures Upon Quality of Education in Iowa School Districts Maintaining High Schools" (unpublished Doctoral dissertation, Iowa State University, Ames, 1952).

[6] Julian E. Butterworth, "Improving Educational Opportunities in Rural Areas," University of the State of New York Bulletin, No. 1322 (August 1, 1946) (Albany, N.Y.: State Education Department, 1946).

An earlier recommendation specified 10,000 as the optimum enrollment for economic efficiency.[2] Knezevich, in turn, suggested that a local school district needs 10,000 to 12,000 pupils to provide a desirable educational program at a reasonable cost per pupil.[3] In a recent doctoral study, Rajpal limited his district-wide consideration to the secondary level only. He found that the mean instructional expenditure for Iowa high schools per resident student in average daily attendance decreased consistently from $579 in districts with secondary enrollments of 51 to 100, to $354 in districts with 801 to 6,000 high school students.[4]

Morphet, Johns, and Reller, in a recently published work, also discussed the effects of school-size variations on fluctuations in unit costs. They suggested that in districts with fewer than 1,200 pupils, high costs deterred provisions for needed educational opportunities. It was noted, however, that beyond the 50,000 level of enrollment, costs tended to rise again and increased as much as ten dollars per pupil in the very large districts. It appeared, therefore, that cost factors dictate a minimum enrollment of 10,000 students within a school district. These writers stated that the optimum enrollment for economic efficiency was 40,000 to 50,000.[1]

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[1] N. W. Hansen, "Economy of Scale in Education: An Analysis of the Relationship Between District Size and Unit Cost in the Public Schools" (unpublished Doctoral dissertation, Stanford University, Stanford, 1964).

[2] Roe L. Johns and Edgar L. Morphet, "Relation of School District Reorganization to Finance in Business Administration," Review of Educational Research, Vol. 20 (April, 1950), pp. 115-123.

[3] S. J. Knezevich, "Why Continue the Office of County Superintendent?" Nation's Schools, Vol. 52, No. 2 (August, 1953), pp. 63-65.

[4] P. L. Rajpal, "A Study of Relationship Between Expenditure and Quality Characteristics of Education in Iowa Public Schools" (unpublished Doctoral dissertation, University of Iowa, Iowa City, February, 1967).

Size and Breadth of Educational Program

Much of the research concerned with size and educational program relationships has been limited to the secondary level or to district-wide investigations. One study concluded, however, that in California elementary districts with enrollments of less than 900 were too small to legally and practically assume full responsibility for the nature and quality of the educational program. The same statement was deemed applicable to unified (K-12) districts of fewer than 1,500 students and high school districts enrolling fewer than 300 students.[2]

At the secondary level, most of the literature reviewed favored the larger schools. For example, it has been reported that a "typical" Texas high school with 200 or less students offered an average of 11 subjects while a school in the 201 to 500 range offered 18 subjects. High schools enrolling 500 or more pupils averaged 27 subject offerings.[3] In an Ohio study, high school programs were evaluated. The study found that no high schools with fewer than 100 pupils were rated as satisfactory. Only 1 per cent of those with enrollments of 100 to 199 were satisfactory. It was not until the 500-pupil level was reached that a majority of the schools received a satisfactory rating.[4]

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[1] Edgar L. Morphet, Roe L. Johns, and Theodore L. Reller, Educational Organization and Administration, Second Edition (Englewood Cliffs, N. J.: Prentice-Hall, Inc., 1967).

[2] Edgar L. Morphet and John G. Ross, Local Responsibility for Education in Small School Districts, Legislative Problems, No. 1 (Berkeley: Bureau of Public Administration, University of California, 1961).

[3] W. M. Barr, H. H. Church, and M. A. McGhehey, "Trends in School District Reorganization in Indiana," Bulletin of the School of Education, Indiana University, Vol. 32, No. 6 (Bloomington: Division of Research and Field Studies, Indiana University, 1956), p. 28.

[4] Ohio Education Association, loc. cit.

The Morris Survey of secondary schools in nine southern states showed a direct and positive relationship between curriculum variety and enrollment.[1] Iowa findings were similar in that the state's very largest high schools had more curricular offerings than schools in any other size category.[2]

Evidence to support the conclusion that larger high schools offer the most varied program of studies has also come from North Carolina. It was shown that small North Carolina secondary schools schedule more courses on an alternate-year basis than larger schools in the same state.[3] A 1961 National Education Association Survey concentrated on course offerings in math, science, and foreign language. It was found that among all secondary schools with fewer than 300 pupils in average daily attendance, 10 per cent offered no chemistry, 20 per cent did not have a course in physics, 40 per cent did not offer trigonometry, and 29 per cent failed to offer foreign language.[4]

Recent writers in the field of educational administration have also expressed support for the concept that desired breadth of secondary education programs requires "large" enrollments. Miller, for example, observed that many authorities suggest that curriculum needs dictate high school enrollments of 700 to 1,500 or larger, in most cases.[5] As an additional example, Knezevich called attention to other writers' statements that 400 to 500 students represented a minimum enrollment figure for quality programs. He also noted that the same writers have specified 1,500 as the minimum enrollment for the entire school district.[6]

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[1] Morris, loc. cit.

[2] Rajpal, loc. cit.

[3] Weaver, loc. cit.

[4] National Education Association, Research Division, "Subjects and Small High Schools," Research Bulletin, Vol. 40, No. 2. (May, 1962).

[5] Van Miller, The Public Administration of American School Systems (New York: The Macmillan Company, 1965).

[6] S. J. Knezevich, Administration of Public Education (New York: Harper and Row Publishers, 1962).

Of the several secondary school studies reviewed, Woodham's conclusions were most unique. From his doctoral research in Florida schools, he noted a tendency for increases in curriculum offerings to decelerate after a certain enrollment point is reached. He concluded that course offerings rapidly increase as size increases up to approximately 450 secondary students. At that point, the rate of increase in number of offerings slowed appreciably.[1]

When the entire school district is studied, research findings also seem to favor the larger school systems. According to Sargent, "evidence from several state studies, particularly those in Ohio and New Hampshire seems clearly to establish the general relationship between size of district and the quality of education."[2] Faber corroborated Sargent's basic postulate when he reported that his own review indicated that all districts rated high in "breadth of curriculum" had enrollments in excess of 9,000 pupils.[3] Among other scholars with similar findings were Clark[4] and Rajpal.[5]

Various educational writers have cited fairly specific enrollment figures as criteria for adequacy of educational program. Three recent texts provide excellent examples. Knezevich suggested that a comprehensive education program would require a district-wide enrollment of at least 10,000. He commented, however, that an effective intermediate unit or regional educational service agency, could provide needed programs and services in sparsely settled areas. Under such conditions, a minimum enrollment of 2,400 pupils could be considered acceptable.[6] Campbell, Cunningham, and McPhee felt that, in terms of program quality, no school district should include less than 2,000 children enrolled at any given time. These authors offered 10,000 as an optimum enrollment figure.[7] Lane, Corwin and

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[1] Woodham, loc. cit.

[2] Cyril G. Sargent, "Rural Folk Lose Voice in Children's Education," Phi Delta Kappan, Vol. 38 (May, 1957), p. 327.

[3] Charles F. Faber, "Measuring School District Quality," American School Board Journal, Vol. 149, No. 4 (October, 1964), pp. 11-12.

[4] Harold F. Clark, Cost and Quality in Public Education (Syracuse: University Press, 1963).

[5] Rajpal, loc. cit.

[6] Knezevich, Administration of Public Education, loc. cit.

[7] Roald F. Campbell, Luvern L. Cunningham, and Roderick F. McPhee, The Organization and Control of American Schools (Columbus, Ohio: Charles E. Merrill Books, Inc., 1965).

Monahan called attention to earlier recommendations for at least 12,000 students as assurance of adequate programs. Looking to the future, they suggested that even 12,000 pupils may prove to be too few. A minimum enrollment of 10,000 was proposed as a current and realistic minimum criterion, if the local district is to furnish adequate programs and services for its students.[1]

Size and Extracurricular Activities

It appears justifiable to assume that the quality and scope of the secondary school's extra-curricular program might be important to the question of adequate school size. Apparently such a relationship has not received research attention, for only a few studies even remotely touching on this point were identified.

One researcher concluded that Indiana high school activity programs, as evaluated by North Central Association of Colleges and Secondary Schools criteria, were improved after school district reorganization. Activity programs in high schools in reorganized districts were rated significantly higher than matched schools in non-reorganized districts.[2]

The limited empirical evidence about student participation and evaluation of extra-curricular activities was somewhat contradictory. Results of a study of Iowa high schools indicated that study activity participation was greatest in secondary schools with enrollments of 150 to 399. Students in schools within this size bracket also rated their extra-curricular programs higher than students in schools in any other size category.[3] In contrast, a second researcher in the same state reported no relationship between school size and extent of pupil participation in activities.[4]

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[1] Willard R. Lane, Ronald G. Corwin, and William G. Monahan, "Foundations of Educational Administration," (New York: The Macmillan Company, 1967).

[2] Walter K. Kent, "Educational Opportunities in Nine Reorganized High Schools" (unpublished Doctoral dissertation, University of Indiana, Bloomington, 1958).

[3] Gray, loc. cit.

[4] Opstad, loc. cit.

Woods, in his study of Southern California high schools, approached the question from a different perspective in that he considered parent reactions. He found that the most favorable parental reaction to the extra-curricular program offering was in the school size range of 1,200 to 1,599 students.[1] It is also of interest, particularly in these times of extensive local district reorganization, that one researcher reported a "definite and consistent relationship between participation in school activities and the distance from home to school."[2]

Size and Professional Staff Qualifications

Research seems to indicate that a positive relationship exists between "measurable" professional qualifications of teachers and size of enrollment.

In the few empirical studies examined, it is possible to cite several pertinent findings. An Arkansas investigator established a significant inverse relationship between school size and the number of teachers with emergency certification, and the number of teachers assigned outside their major field of preparation. It was discovered, too, that the relative number of teachers with advanced degrees increased with size of school.[3]

From an extensive study of secondary schools in nine southern states, it was concluded that the larger the enrollment, the greater the percentage of teachers holding a Master's Degree and the lower the percentage of teachers without a Bachelor's Degree.[4]

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[1] Thomas E. Woods, "Relationship of High School Size to Curricular Offering" (unpublished Doctoral dissertation, Stanford University, Stanford, 1957).

[2] Don L. Morgan, "The Relationship of the Distance From Home to School Upon Participation in Extra-Curricular Activities" (unpublished paper, University of Iowa, Iowa City, January, 1967). (Mimeographed).

[3] Jack B. Collingsworth, "An Analysis of the Relationship of Size of Arkansas High Schools to Selected Qualifications of High School Teaching Personnel" (unpublished Doctoral dissertation, University of Arkansas, Fayetteville, 1961).

[4] Morris, loc. cit.

All Ohio high schools enrolling 500 to 700 students were compared with all of Ohio's high schools having 200 or less pupils. According to DeGood, findings were that teachers in smaller schools received lower salaries, had fewer years teaching experience, and were less likely to hold an advanced degree.[1]

Another researcher reported a direct relationship between size and the percentage of experienced teachers, the percentage of teachers with standard certificates, the percentage of teachers with degrees from out-of-state colleges and universities, and the number of pupil units taught by certified teachers. The amount of college training of the teachers, the percentage of women teachers, and salary levels were also directly related to size of school.[2]

In another study, all public high school districts in Iowa were divided into eight size classifications. When mean qualifications of teachers were compared with school size, the largest districts had more experienced staffs with better academic preparation.[3]

Specific minimal or optimal enrollment recommendations based upon the factor of teacher qualifications were not discovered in the literature. Suffice to say, many writers obviously considered staff needs and qualifications when proposing minimum and/or optimum enrollments based upon other important factors.

Two recently published texts clearly illustrated the point that various other personnel considerations might be pertinent to the question of the proper size of a school. Miller observed that a few authorities have insisted that an elementary attendance center should be of a size conducive to professional stimulation and flexibility. To achieve these goals, it has been suggested that each elementary school should have at least two classes, or sections, per grade level.[4] Thus, if 25:1 is accepted as a fairly standard pupil-teacher ratio, a single K-6 attendance center should have a minimum of 350 pupils.

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[1] K. C. DeGood, "Profile of the Small High School," Educational Leadership, Vol. 18 (December, 1960), pp. 180-182.

[2] Harold D. Patterson, "Relationships Between Size of Secondary School and Selected Teacher Characteristics" (unpublished Doctoral dissertation, George Peabody College for Teachers, Nashville, 1964).

[3] Rajpal, loc. cit.

[4] Miller, loc. cit.

As previously indicated, Campbell, Cunningham, and McPhee suggested 2,000 students as a minimum and 10,000 as an optimum for school districts.[1] Indicative of additional considerations is a recommendation for a 40,000 maximum in city school districts with emphasis on the desirability of subdistricting. These writers stated that if a district's enrollment exceeds 40,000, it is becoming too large and runs the risk of being too bureaucratic.[2]

Size and Special Services

The "special services" considered herein are supplementary student services such as guidance, counseling, and psychological services. Also included are services and/or programs typically classified under the heading of special education. Common examples are various remedial classes and special classes for exceptional or handicapped children.

The literature is plentiful concerning special programs and services as related to size of school districts. Particularly in an area such as special education in which incidence ratios and pupil population totals are extremely important, research has made valuable contributions. In all special service fields, scholars such as Dawson[3] and Conant[4] have provided meaningful specifications concerning numbers of pupils required for specific programs or services. A detailed review of the abundant research relating school size to provision of special services is, however, far beyond the scope of this review. Thus, only a very few illustrative examples will be presented.

The guidance program, particularly at the secondary level, has received much attention in literature. A majority of the studies reviewed dealt primarily with counselor-student ratios in which Conant's 1:300 and 1:400

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[1] Campbell, et. al., loc. cit.

[2] Ibid.

[3] Howard A. Dawson, "What the Rural Elementary School Needs From the Administrative Unit," National Elementary Principal, Vol. 29, No. 8. (April, 1950).

[4] James B. Conant, The American High School Today (New York: McGraw-Hill, 1959).

suggested ratios were frequently used in the more recent literature.[1] Hecker, who studied high school dropouts, can be included among the staunch advocates of effective guidance services for secondary students. His recommendation was that one full-time counselor should serve a maximum of 500 students.[2]

For the small high schools, the North Central Association of Colleges and Secondary Schools has recommended that all schools enrolling fewer than 300 pupils should provide at least one half-time guidance counselor. According to the North Central Association of Colleges and Secondary Schools, schools with enrollments in excess of 300 should have one full-time counselor for every 500 students.[3]

The National Health Survey for July, 1957, to July, 1958, points out that of each 1,000 children under 15 years of age, 41 had a chronic or permanent defect which would necessitate special educational provisions. Of those requiring special services, 8 per cent had visual difficulties, 15 per cent had audio problems, 26 per cent were speech defectives, 36 per cent had orthopedic problems, and 14 per cent experienced a variety of other difficulties.[4] The National Health Survey percentages are representative of some of the special services problems confronting the public schools.

Size of school district is obviously related to ability to provide the necessary special programs and services. Patterson's doctoral research showed that the professional qualifications of special service personnel increased directly with school size.[5] DeGood reported similar findings and observed that guidance programs in Ohio's smaller high schools were weaker than in the larger schools.[6]

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[1] Ibid.

[2] Stanley E. Hecker, "Early School Leavers in Kentucky," Bulletin of the Bureau of School Service (Lexington: College of Education, University of Kentucky, 1953), pp. 1-78.

[3] The North Central Association of Colleges and Secondary Schools, "Policies and Criteria for the Approval of Secondary Schools," (Chicago: The North Central Association of Colleges and Secondary Schools, 1964), p. 19.

[4] Roy L. Davis, "Quality in School Health Administration," The National Elementary Principal, Vol. 39, No. 4 (February, 1960).

[5] Patterson, loc. cit.

[6] DeGood, loc. cit.

Gray, in an Iowa study, found that secondary schools enrolling 400 to 999 students ranked highest in terms of employment of certificated counselors and number of counseling hours available to students. However, when consideration was given to employment of qualified librarians and number of librarian hours available to students, the highest-ranked schools were in the 1,000 or more category.[1]

Various other applications of the size criterion to special services for students were noted in the literature. These, too, are not within the intended scope of this presentation. Attention should be called to North Central Association of Colleges and Secondary Schools[2] and American Library Association[3] standards for library services, personnel, books, and materials. All are based upon the size criterion as measured by number of pupils enrolled.

As mentioned previously, many scholars have contributed much to the establishment of relationships between school size and the special student services factor. Service needs have been viewed in relation to minimum enrollments required for adequacy, efficiency, and economy.

Size and School Plant

There is, of course, an obvious, direct relationship between school size in terms of pupil enrollment and the size of plant required. For a truly meaningful analysis of this relationship, it would be necessary to delve deeply into the extensive research in such specialized areas as space utilization and square-feet standards for the numerous types of activities comprising the educational program.

An extensive review of the abundant literature concerned with school buildings and sites will not be attempted. Instead, attention is directed to the standards for space utilization in elementary and secondary schools as recommended by the National Council on Schoolhouse Construction.[1] Other organizations, such as the Athletic Institute and the American Association for Health, Physical Education, and Recreation[2] have developed additional standards for special purpose school facilities. Professional journals have also provided recommendations concerning educational space needs. For example, Knezevich, in a journal article, proposed standards for both elementary and secondary schools.[3]

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[1] Gray, *loc. cit.*

[2] North Central Association, *loc. cit.*

[3] American Association of School Librarians, "Standards for School Library Programs: (Chicago: American Association of School Librarians, 1960).

For purposes of this discussion, five studies will be reviewed. These studies were selected because each focused principally upon the school building and made specific recommendations as to the number of students to be housed in a single building.

For the elementary school, MacVittie stated that the optimum size for a single attendance center should be 300 to 400 pupils with provision for 12 to 14 rooms. His recommendation was based upon building and space economics, provision of lunch facilities, provision for a health program, and opportunities to participate in school activities.[4]

Cornell suggested 1,500 students as optimal for a single high school. His recommendation was based exclusively on space utilization. He stated that "if comparable standards are applied in the allocation of spaces and schools of different size, there is not much gain in space after a school has reached about 1,500."[5]

According to Mays, the number of high school students in a single attendance center should not exceed 2,000. He believed that by the time enrollment reaches 2,000, provisions have usually been made for library facilities, gymnasium, cafeteria, swimming pool, heating plant, lavatory facilities, office space, counseling areas, music quarters, and storage rooms. Therefore, in Mays' opinion, when enrollment exceeds 2,000, construction of an additional plant should be seriously considered.[1]

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[1] National Council on Schoolhouse Construction, NCSC Guide for Planning School Plants, 1964.

[2] The Athletic Institute and The American Association for Health, Physical Education and Recreation, Planning Areas and Facilities for Physical Education and Recreation, 1965.

[3] S. J. Knezevich, "When Are Schools Overcrowded?" American School Board Journal, Vol. 134, No. 1 (January, 1957), pp. 47-48.

[4] R. W. MacVittie, "Are Our Elementary Schools Too Large?" Nation's Schools, Vol. 53 (June, 1954), pp. 56-57.

[5] Francis G. Cornell, "High School Size and Building Cost," American School Board Journal, Vol. 134, No. 1 (January, 1957), pp. 40-42.

A study conducted for the San Antonio, Texas, Independent School District recommended that a high school be constructed for 2,400 students in order to achieve optimum use of space.[2]

Conclusions

Because of a multitude of variables, it is not possible for research to provide "magic numbers" to determine adequate school size. However, even though findings, conclusions, recommendations, and opinions varied, enough commonality was apparent to allow for certain generalized conclusions.

The question remains, however, "What does research say about the proper size of a local school district?" The research and related literature reviewed indicated several factors concerning the size of the local district as well as the attendance centers within the district.

Most of the studies reviewed pointed to a direct and positive relationship between size of school and seven pertinent factors including (1) pupil achievement, (2) educational cost, (3) breadth of educational program, (4) extra-curricular activities, (5) professional staff qualifications, (6) special services, and (7) school plant. Up to a still undiscovered optimum enrollment level, schools seemed to improve in terms of many of the factors. Therefore, it appears that there is at least some evidence to support the contention that larger school districts should be formed in many areas of the United States. Paradoxically, there is also evidence to indicate that some school districts are too large when relationships between some of the factors and the enrollment criterion are considered.

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[1] S. S. Mays, "What Size High School?" American School Board Journal, Vol. 144, No. 1 (January, 1962), pp. 32-33.

[2] "The Highlands High School" (San Antonio Independent School District), American School Board Journal, Vol. 138, No. 1 (January, 1959), pp. 14-16.

Enrollment recommendations for elementary attendance centers are not plentiful. However, consensus of the studies reviewed indicates that a 300 to 400 pupil elementary school is recommended.

A secondary school perhaps described as "medium-sized" seems preferable. Relationships between the size variable and each of the following factors support this contention. Pupil achievement favored, in general, a secondary attendance center enrolling slightly in excess of 1,000 students. Educational cost, according to the evidence available, suggests a slightly larger school. It appears that there is an optimum enrollment somewhere in the 1,000 to 1,500 pupil range. At this point unit costs no longer decrease significantly as enrollment increases. Breadth of educational program and special services also call for a secondary school of slightly more than 1,000 students. School plant, if used independently, suggests a slightly larger secondary school than the other factors.

Considerable variance in findings regarding district size were noted. It can be hypothesized that much of the difficulty stems from varying conceptions of needs and responsibilities for special services. Several authorities quite obviously included the intermediate unit, or regional educational service agency in their thinking. In such cases, lower enrollments were cited as optimum because it was assumed that the intermediate agency could provide various special services and programs on an area basis.

A 10,000-student population figure for a single school district was most frequently mentioned as the minimum requirement in terms of a majority of the seven factors. However, the recommended size of student population ranged from 1,000 to 50,000. It is interesting to note that the trend is toward larger minimum as educators talk in terms of an eventual reduction to 10,000 or even 5,000 local school districts in the United States in the years ahead.

IV. SELECTED CHARACTERISTICS OF LOCAL SCHOOL DISTRICTS IN IOWA

It is the purpose of this section to examine selected characteristics of local school districts in Iowa which might be pertinent to an understanding of the adequacy of these districts in fulfilling the tasks of public education. This examination will serve as a basis for judgments presented in the following section regarding the problems, obstacles, and limitations faced by local school districts in providing a quality educational program.

To be considered are (1) enrollment, (2) number and size of local school districts, (3) educational programs, (4) personnel, and (5) financial characteristics.

Enrollment Characteristics

In September, 1966, 638,066 students were enrolled in the public school districts of the state. As shown in Table 39, the total enrollment increased during the ten-year period, 1956-57 to 1966-67, from 531,029 to 638,066 pupils, an increase of 107,037 students or 20.2 per cent. The total enrollment in public schools in September, 1966, increased 12,708, or 2 per cent, from the previous year's enrollment.

TABLE 39

TOTAL PUBLIC SCHOOL ENROLLMENT
September, 1955 to September, 1966*

School Year	Grades K-8	Grades 9-12	Total Enrollment
1955-1956	390,855	127,187	518,042
1956-1957	401,311	129,718	531,029
1957-1958	407,561	134,069	541,630
1958-1959	417,519	136,704	554,223
1959-1960	430,167	137,086	567,253
1960-1961	438,167	139,568	577,735
1961-1962	439,243	150,256	589,499
1962-1963	438,276	159,562	597,838
1963-1964	437,803	170,020	607,823
1964-1965	443,148	177,283	620,431
1965-1966	445,460	179,898	625,358
1966-1967	446,476	183,163	638,066**

*Source: Data on Iowa Schools, 1967 (Des Moines: Iowa State Department of Public Instruction), p. 2.

** Included in the total enrollment are 8,427 ungraded special education pupils

Number and Size of School Districts

There were a total of 501 local school districts in Iowa during the 1966-67 school year. Of this number, 455 operated a high school while the remaining 46 were non-high school districts.

The number of high school districts in the 1966-67 school year presented in seven enrollment categories is shown in Table 40. There were 119 high school districts with a total enrollment in grades K-12 of less than 500 students. These districts accounted for approximately one-fourth of the 455 high school districts. Over three-fourths, or 80.6 per cent, had a total enrollment of less than 1,500 students. Only twenty-five high school districts, or 5.5 per cent, had enrollments exceeding 3,000 students.

During the 1966-67 school year six of the state,s largest school districts, those enrolling 10,000 students or more, collectively enrolled 22.5 per cent of the total enrollment. Nineteen districts, each with a total enrollment over 5,000 students, enrolled 37.2 per cent of the total. One-hundred-forty-seven districts with 1,000 or more students each collectively enrolled 71.5 per cent of the total enrollment. The 119 smallest high school districts, those enrolling less than 500 students, and the 46 operating non-high school districts enrolled 7.6 per cent of all the pupils enrolled in the public schools of the state.[1]

Many writers stress that the imperative need of education, particularly in Iowa and the Midwest, is the reorganization of local school districts into units large enough to provide a quality education. Conant cited this in his 1959 study of the American high school: "I should like to record at this point my conviction that in many states the number one problem is the elimination of the small high school by district reorganization."[2]

Iowa legislation in 1953 had the following to say about school district reorganization:

> It is hereby declared to be the policy of the state to encourage the reorganization of school districts into such units as are necessary, economical and efficient and which will insure an equal educational opportunity to all children in the state.[3]

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[1] Data on Iowa Schools, 1967, op. cit., p. 12.a.

[2] Conant, op. cit., p. 38.

[3] Truesdell, op. cit., p. 315. Taken from Iowa Laws, 1953, Chapter 117, Section 1.

TABLE 40

NUMBER AND PER CENT OF HIGH SCHOOL DISTRICTS IN IOWA BY ENROLLMENT CATEGORIES 1966-67*

Total Enrollment K-12	Number of Districts	Cumulative Number of Districts	Per cent of Districts	Cumulative Per Cent of Districts
Less than 500	119		26.1	
500-749	120	239	26.4	52.5
750-999	71	310	15.6	68.1
1,000-1,499	57	367	12.5	80.6
1,500-1,999	30	397	6.6	87.2
2,000-2,999	33	430	7.3	94.5
3,000 or more	25	455	5.5	100.0
Total	455	455	100.0	100.0

*Source: Data on Iowa Schools, 1967, op. cit., p. 6.

Previously, in 1947, the legislature had expressed its wish that school districts be larger, more homogeneous, and more efficient. In that year the county board of education was created and was charged with the responsibility of surveying the county system which it served to determine the number of children to be educated, financial resources, number and size of existing units, condition of buildings and equipment, and the community boundaries and ties of the citizens.[1] A moratorium on further consolidation was declared for five years to permit this survey to be conducted in each county and to allow the county board of education an opportunity to submit a county-wide plan of reorganization. At that time the law considered any district adequate which had 300 students enrolled in the previous year.[1]

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[1] Truesdell, op. cit., p. 315. Taken from Iowa Laws, 1950, Chapter 150.

The State Department of Public Instruction has implemented this policy on reorganization since 1947 to suggest that the satisfactory district must have at least 100 in each high school class, and that it shall have one or more elementary attendance centers and at least one adequate secondary school comprised of grades 7-12.[2] Factors which determine the size of an adequate school district were enumerated as follows:

1. Size of the various attendance units necessary to achieve a sound educational program for all children
2. Ability of a given area to provide a satisfactory base of financial support
3. Proper consideration for efficient and economical use of specialized and administrative personnel
4. Interest and ability of the area to provide the necessary lay leadership
5. Reasonable transportation possibilities within a given geographic area.[3]

The Biennial Report continues to suggest that the State Department of Public Instruction is aware that "these factors cannot be presently applied with equal effect in all areas of the state."[4]

Since 1953, when the statement of policy by the Iowa General Assembly was made, considerable progress has been made in the state in reducing the number of school districts and in increasing the size of districts to more nearly meet the five criteria listed above.

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[1] School Laws of Iowa, 1966, Chapter 275, Section 3.

[2] Sixty-Second Biennial Report, op. cit., pp. 16-17.

[3] Ibid.

[4] Ibid.

In the 1928-29 school year, there were 911 high school districts listed by the State Department of Public Instruction, many of them offering less than four years of high school work. Of these 69.9 per cent had enrollments of less than 100 students in grades 9-12. The median enrollment in high school was 75.[1]

As shown in Table 41, in 1952-53 the number of high schools had been reduced to 836.[2] In 1954-55, 63 per cent of the high schools had less than 100 students, and the median high school enrollment had increased only four pupils to 79.[3]

During the 1966-67 school year the number of high schools had been reduced to 455, and the total number of districts to 501. In 1952-53 the total number of districts was 4,558, of which 3,722 were non-high school districts and 836 were high school districts.[4]

By 1966 the one-room school had been all but abolished. In 1912-13 there were 12,439 operating rural schools in Iowa. A law passed in 1965 decreed that all areas in the state must be in a twelve-grade district by April 1, 1966.[5] This had been virtually achieved by June 30, 1967.

Although the four-square-mile non-operating district has all but been eliminated, little progress has been made since 1961-62 in increasing the size of existing twelve-grade systems. Of the 44.5 per cent reduction in high school districts since 1952-53, 41.5 per cent occurred during the seven-year period from 1955-56 to 1961-62.

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[1] Truesdell, op.cit., p. 320. Taken from Lee Metzger, "An Analysis of the Public School Personnel of the State of Iowa" (unpublished Master's thesis, State University of Iowa, Iowa City, 1930), p. 10.

[2] Data on Iowa Schools, 1967, op.cit., p. 13.

[3] Truesdell, op.cit., p. 320. Taken from Richard Manatt, "Iowa School Superintendents" (unpublished Master's thesis, Iowa State University, Ames, 1956).

[4] Data on Iowa Schools, 1967, loc.cit.

[5] School Laws of Iowa, 1966, Chapter 276, Section 1.

TABLE 41

REDUCTION IN THE NUMBER OF SCHOOL DISTRICTS IN IOWA THROUGH REORGANIZATION 1952-1967*

School Year	Number of Non-High School Districts	Per Cent Reduced from 1952-53	Number of High School Districts	Per Cent Reduced from 1952-53
1952-53	3,722	----	836	----
1955-56	3,334	10.5	808	3.5
1958-59	2,085	44.0	694	17.0
1961-62	881	76.4	510	39.0
1962-63	762	79.5	469	44.0
1966-67	46	98.8	455	44.5

*Source: Data on Iowa Schools, 1967, p. 13.

In terms of the area encompassed, there are a number of relatively small local school districts in Iowa. In 1965-66 approximately one-half of Iowa's local school districts exceeded 100 square miles in area, and only one-fourth exceeded 137 square miles.[1] A typical Iowa county has an area of approximately 576 square miles. In 1966-67, three local school districts each encompassed approximately a full county, as shown in Figure 11. The largest of the three contained 541 square miles. In 1966-67, an additional three school districts approached one county each, eight counties had two school districts each, and twenty counties contained three local districts. But 49 of the 99 counties had from 5 to 11 local districts in the county.[2]

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[1] Data on Iowa Schools, 1967, op. cit., p. 15.

[2] Ibid., pp. 9-9 k.

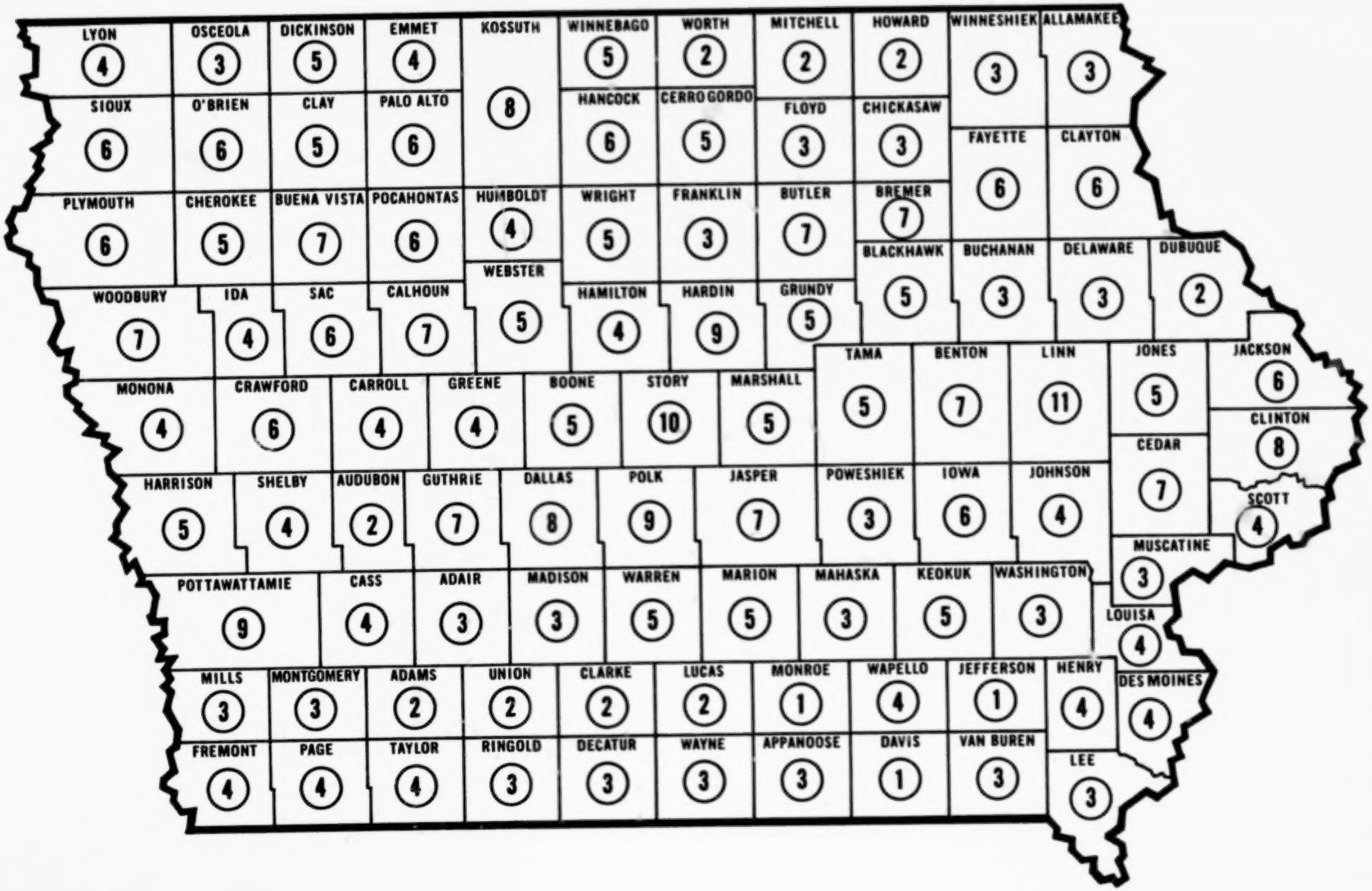
LYON 4
OSCEOLA 3
DICKINSON 5
EMMET 4
KOSSUTH 8
WINNEBAGO 5
WORTH 2
MITCHELL 2
HOWARD 2
WINNESHIEK 3
ALLAMAKEE 3
SIOUX 6
O'BRIEN 6
CLAY 5
PALO ALTO 6
HANCOCK 6
CERRO GORDO 5
FLOYD 3
CHICKASAW 3
FAYETTE 6
CLAYTON 6
PLYMOUTH 6
CHEROKEE 5
BUENA VISTA 7
POCAHONTAS 6
HUMBOLDT 4
WRIGHT 5
FRANKLIN 3
BUTLER 7
BREMER 7
BLACKHAWK 5
BUCHANAN 3
DELAWARE 3
DUBUQUE 2
WEBSTER 5
WOODBURY 7
IDA 4
SAC 6
CALHOUN 7
HAMILTON 4
HARDIN 9
GRUNDY 5
TAMA 5
BENTON 7
LINN 11
JONES 5
JACKSON 6
MONONA 4
CRAWFORD 6
CARROLL 4
GREENE 4
BOONE 5
STORY 10
MARSHALL 5
CLINTON 8
CEDAR 7
HARRISON 5
SHELBY 4
AUDUBON 2
GUTHRIE 7
DALLAS 8
POLK 9
JASPER 7
POWESHIEK 3
IOWA 6
JOHNSON 4
SCOTT 4
MUSCATINE 3
POTTAWATTAMIE 9
CASS 4
ADAIR 3
MADISON 3
WARREN 5
MARION 5
MAHASKA 3
KEOKUK 5
WASHINGTON 3
LOUISA 4
MILLS 3
MONTGOMERY 3
ADAMS 2
UNION 2
CLARKE 2
LUCAS 2
MONROE 1
WAPELLO 4
JEFFERSON 1
HENRY 4
DES MOINES 4
FREMONT 4
PAGE 4
TAYLOR 4
RINGOLD 3
DECATUR 3
WAYNE 3
APPANOOSE 3
DAVIS 1
VAN BUREN 3
LEE 3

FIGURE 11
NUMBER OF HIGH SCHOOL DISTRICTS PER COUNTY 1966-67*

*Source: Data on Iowa Schools, 1967, pp. 9-9k.

Educational Programs

This overview of the characteristics of the educational programs of local school districts in Iowa is limited to the following:(1) number of high school units offered, (2) high school subject-matter offerings, (3) guidance services, (4) special education programs and services, (5) number of high school graduates continuing formal education, and (6) the number of high schools accredited by the North Central Association of Colleges and Secondary Schools.

Typically, little descriptive data is available on the educational programs found in the elementary schools of the state. While this is considered to be of great importance, it was not within the scope of this study to undertake an original survey and descriptive analysis concerning the nature and quality of elementary school programs. Hence, this brief overview of educational programs consists largely of characteristics of high schools in Iowa.

Number of High School Units Offered. One measure of the comprehensivenss of the educational program in a high school is the number of units of courses offered to students. A unit of work is typically defined as five, fifty-minute periods of instruction per week for a full academic year in a given subject. Typically four units of work per year comprise a student's subject matter load.

Table 42 presents the number of units offered by high schools of various enrollment sizes in the 1965-66 school year. None of the 323 school districts with a high school enrollment of less than 300 students offered more than 47 units while 50 per cent or more of the 58 school districts having high school enrollments of 500 or more students offered 48 or more units. It can be seen that the ten smallest districts, those enrolling 50 to 75 students in high school, offered less than 32 units. Further, the median number of units offered in these schools was 29.33, while in high schools enrolling 600 or more students, the median number of units offered was 58, approximately twice as many.

The enrollment categories with the greatest number of school districts represented were the enrollment sizes 150 to 199 and 200 to 299. For the 207 districts in these categories, the median number of units offered was approximately 35 units.

Thus it can be said that the comprehensiveness of the educational programs of Iowa's high schools, as measured by the number of units offered, is directly related to the size of student enrollment of the high school.

TABLE 42

NUMBER OF UNITS OFFERED BY HIGH SCHOOLS OF VARIOUS ENROLLMENT SIZES* 1965-66

High School Enrollment Size	Number of Districts	Median Number of Units Offered	Per Cent of schools Offering 48 Units or More	Per Cent of Schools Offering Less Than 32 Units
50-74	10	29.33	0	100
75-99	20	30.70	0	75
100-149	86	32.56	0	42
150-199	101	34.90	0	19
200-299	106	36.70	0	8.5
300-399	49	38.78	4.0	2.0
400-499	28	42.60	26.0	None
500-599	20	48.00	50.0	None
600 or More	38	58.00	57.0	None
Total	458			

*Source: Data on Iowa Schools, 1967, op. cit., p. 39.

High School Subject Matter Offerings. The number of subjects offered by Iowa high schools in the 1965-66 school year as categorized by the State Department of Public Instruction is shown in Table 43. All of the 229 course offerings in Iowa high schools have been classified into the fourteen categories listed in the table.

TABLE 43

NUMBER OF COURSE OFFERINGS IN IOWA HIGH SCHOOLS BY SUBJECT-MATTER AREAS 1965-66*

Subject-Matter Area	Number of Subjects Offered
Agriculture	9
Art	6
Business Education	25
Distributive Education	7
Safety and Driver Education	1
Communications	29
Homemaking	16
Industrial Arts	28
Trades and Industries	22
Foreign Languages	19
Mathematics	24
Music	8
Science	20
Social Studies	15
Total	229

*Source: Data on Iowa Schools, 1967, pp. 40-53.

Examination of the data presented by the State Department of Public Instruction showing the number of high school offerings in each of the 229 courses establishes the fact that provision is made for the more general courses in each of the fourteen subject-matter areas.[1] However, few school districts offer a wide selection of the more advanced or specialized courses.[2]

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[1] It should be noted that course titles vary in many subject areas in different school districts. In this discussion, the course titles used by the State Department of Public Instruction were used.

[2] Data on Iowa Schools, 1967, op. cit., pp. 40-53.

For example, in the communications courses, virtually all Iowa high schools offer a four-year sequence in English. However, approximately 60 per cent offered a year of speech and only 13 per cent offered a course in journalism. There were few opportunities for students to secure instruction in advanced speech courses, Drama, Debate, Creative Writing, Advanced Composition, Business English, and Remedial English.[1]

In the mathematics field, General Mathematics and Algebra I were offered in 80 per cent and 97 per cent of Iowa high schools, respectively. Algebra II and Geometry were offered in over 90 per cent of the school districts but Trigonometry was offered only in approximately 36 per cent of the schools.[2]

In the foreign language field, French I was offered in 43 per cent of the schools, German I in 17 per cent, Latin I in 18 per cent, Spanish I in 47 per cent, and Russian I in three districts. Most schools tended to offer a second year of the same language. However, only about one-third of these schools offered the third year of the language and less than 10 per cent offered a four-year sequence of the same language.[3]

The above examples illustrate a pattern which prevails in nearly all of the other subject-matter areas.[4]

Guidance Services. A recognized characteristic of a comprehensive educational program is the provision of guidance and counseling services. The presence of guidance programs in Iowa high schools has increased extensively since the 1957-58 school year. This is especially true since the provision of guidance services in secondary schools became a requirement for the approval of a local school district.

As shown in Table 44, the percentage of high school districts having guidance programs increased from 11.5 per cent in 1957-58 to 65.9 per cent in 1966-67. The number of full-time counselors in the 1966-67 school year far exceeded the number of teacher-counselors, illustrating the diminishing use of the latter.

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[1] Ibid., p. 45.

[2] Ibid., p. 50.

[3] Ibid., p. 49.

[4] Ibid., pp. 40-53.

TABLE 44

GUIDANCE PROGRAMS IN IOWA HIGH SCHOOLS*

Year	Number of Counselors	Number of Teacher-Counselors	Number of High School Districts Having Guidance Programs	Per Cent of High School Districts Having Guidance Programs
1957-58	110	124	86	11.5
1960-61	192	210	181	32.2
1963-64	427	107	257	55.5
1966-67	599	40	300	65.9

*Source: Data on Iowa Schools, 1967, p. 60.

As shown in Table 45, the provision of guidance counselors and guidance programs varies directly with the size of enrollment of high school districts. In all high schools with 500 or more students, guidance programs were found. In high schools having fewer than 400 students, less than three-fourths have guidance programs.

Special Education Services. Another important characteristic of a comprehensive educational program is the provision of special education programs and services for exceptional children. Table 46 illustrates the nature and extent of special education programs in Iowa schools in the 1965-66 school year.

Slightly more than 8,000 students were enrolled in special classes for educable, trainable, emotionally maladjusted, physically handicapped, and visually handicapped children. Of this number, the greatest percentage, 6,704 students, were in classes for the educable.

Hearing programs were provided for 288,162 students in 1966-67. In most school districts, students in grades one, three, six, and nine are included in a screening program for hearing loss.

The slightly less than 3,000 individual programs and the number of students involved in each program included: transportation to and from school (1,655), hospital or home instruction (611), school to home telephone (97), readers (3), vision, including large print books and/or

TABLE 45

DISTRIBUTION OF GUIDANCE PROGRAMS BY HIGH SCHOOL ENROLLMENT SIZE 1966-67*

Enrollment Size	Number of School Districts	Number of Guidance Programs	Per Cent Having Guidance Programs	High School Enrollment	Per Cent of High School Pupils Provided Guidance Service
600 up	56	56	100.0	90,735	100.0
500-599	17	17	100.0	9,476	100.0
400-499	26	25	96.1	11,864	96.5
300-399	53	38	71.7	18,031	71.9
200-299	109	75	68.8	26,098	68.0
100-199	162	73	40.1	24,228	45.2
0- 99	32	16	50.0	2,731	76.3
Totals	455	300	--	183,163	--

*Source: Data on Iowa Schools, 1967, p. 60.

magnifiers (105), equipment, including tape recorders, typewriters, Dyzor mirrors, and desk model amplifiers (225).

The number of special education personnel employed in 1965-66 totaled 984. The largest group were special teachers (663), followed by speech therapist (138), and school psychologists (113). Few school social workers, physical and occupational therapists, and hearing clinicians were employed. A large number of the special education programs were administered and staffed by employees of county school systems.

TABLE 46

SPECIAL EDUCATION PROGRAMS IN IOWA SCHOOLS* 1965-66

Special classes for educable, trainable, emotionally maladjusted, physically handicapped, and visually handicapped children	8,053
Hearing, including preliminary screening and follow-up	288,162
School psychology testing and conferences	18,757
Speech therapy	19,273
Individual programs	2,819
Total	337,064

*Source: Data on Iowa Schools, 1967, op. cit., p. 58.

TABLE 47

PERSONNEL IN SPECIAL EDUCATION PROGRAMS* 1965-66

Directors, Supervisors, Consultants, and Consultants for Mentally Retarded	46
Psychologists	113
School Social Workers	2
Speech Therapists	138
Special Teachers	663
Physical and Occupational Therapists	11
Hearing Clinicians	11
Total Special Education Personnel	984

*Source: Data on Iowa Schools, 1967, p. 59.

Number of High School Graduates Continuing Education. A description of the educational program of a high school frequently includes information regarding the number of graduates of the school who continue their formal education. As shown in Table 48, there appears to be little relationship between the size of enrollment of the high school and the total percentage of graduates in 1965 pursuing some form of post high school training in 1965-66.

However in 1965-66, with regard to the type of formal post high school education, there tended to be some relationship between the size of high school enrollment and the percentage of graduates attending four-year colleges, community or junior colleges, and business, trade or industrial schools.

Number of High Schools Accredited by the North Central Association. During the 1966-67 school year, the high schools in 159 of the 455 high school districts in Iowa, or approximately 35 per cent, were accredited by the North Central Association of Colleges and Secondary Schools. The standards required for accreditation have, in the past, generally been more stringent than the approval standards of the State Department of Public Instruction in regard to educational programs, personnel, library and instructional material, supervisory services, and other characteristics.

Personnel

Another important characteristic of an educational institution is that of the personnel who staff the institution. In this section several general characteristics of the professional personnel employed in Iowa schools are discussed. These include (1) number and type, (2) sex, (3) marital status, (4) age, (5) tenure, (6) total experience, (7) preparation, (8) assignment, and (9) salary. It is recognized that several of the characteristics identified have little validity as measures of professional competence. They are presented however, to provide an overview of the professional personnel employed in the local school districts of the state of Iowa.

In the 1966-67 school year there were 34,713 certificated personnel employed in Iowa public schools. Of this number 30,980 were listed as classroom teachers, 455 were superintendents of local districts, 69 were county school superintendents, 1,308 were elementary or secondary principals, 1,034 were in special education programs, and 599 were full-time guidance counselors.[1] Not identified are the assistant

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[1] Data on Iowa Schools, 1967, op. cit., pp. 30-31, 59-60.

TABLE 48

PER CENT OF GRADUATES FROM IOWA HIGH SCHOOL PURSUING POST HIGH SCHOOL EDUCATION* Class of 1965

	Per Cent Attending in 1965-66 By High School Enrollment Size								
Type of Institution	50-74	75-99	100-149	150-199	200-299	300-399	400-499	500-599	600 or More
Four-Year College	37.2	26.6	29.8	28.5	31.0	31.1	31.1	34.1	35.4
Community or Junior College	9.7	10.9	11.5	12.0	9.2	11.3	11.8	13.9	13.7
Business, Trade, or Industrial Schools	8.9	14.2	12.0	12.0	11.8	10.3	9.6	9.3	6.4
Apprenticeship Training	2.7	0.0	.4	.5	.7	.5	.7	.5	.8
Nursery Schools	.9	3.1	2.6	2.7	2.9	2.2	2.9	2.5	1.6
Practical Nursing	1.8	1.1	1.3	.8	1.4	.9	1.3	1.9	1.2
Economic Opportunity Art Programs	0.0	0.0	**	0.0	**	**	0.0	0.0	.1
Total	61.2	55.9	57.6	56.5	57.0	56.3	57.4	62.2	59.2

*Source: Data on Iowa Schools, 1967, *op. cit.*, p. 61.

** Less than .1 per cent.

superintendents, supervisors, and certificated personnel in county offices in addition to the county superintendent.

Sex. In 1966-67, 10,019 or 32.5 per cent, of the classroom teachers were men and 20,783, or 67.5 per cent, were women. At the elementary level, 86.8 per cent of the teachers were women, in junior high 46.5 per cent, and in senior high 37.5 per cent.[1]

Marital Status. In 1966-67, 81.5 per cent of the men teachers and 69.5 per cent of the women teachers were married.[2]

Age. The median age of single male teachers in 1966-67 was 27.7 years. Of the single men 69.2 per cent were under thirty years of age and only 11.4 per cent were over 40 years of age. The median age of married men was 31.5 years; 34.6 per cent were under 30 years of age, and 28.3 per cent were over 40 years old. Of the single women the median age was 48.4 years, with 30.1 per cent under 30 years of age and 59.6 per cent over 40 years of age. Among the married women the median age was 43.5 years, with 24.9 per cent under 30 years of age and 57.3 per cent over 40 years of age.[3]

The following table compares the ages of married and single men and married and single women classroom teachers.

TABLE 49

COMPARISON OF AGES OF CLASSROOM TEACHERS IN IOWA
BY SEX AND MARITAL STATUS[1] 1966-67*

	Per Cent Under 30 Years of Age	Per Cent Over 40 Years of Age	Median Age
Single Men	69.2	11.4	27.7
Married Men	34.6	28.3	31.5
Single Women	30.1	59.6	48.4
Married Women	24.9	57.3	43.5

*Source: Data on Iowa Schools, 1967, p. 36.

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[1] Ibid., p. 37.

[2] Ibid., p. 30.

[3] Ibid., p. 36.

Tenure. In 1966-67 the median tenure of single male classroom teachers was three years. Of these, 84.6 per cent had served four years or less in the present school system and only 4.9 per cent had served in the same school system ten or more years. Of the married men the median years of tenure was 3.9; 64 per cent had served four years or less while 15.3 per cent were employed in their present system ten or more years. The median tenure for single women was 4.6 years. Of this group, 48 per cent had four or less years of tenure and 36.1 per cent, ten or more years. The median years of tenure for married women was 4.2 years. Of these, 50.4 per cent had been on the job four years or less, while 17.7 per cent served the same system ten or more years.[1]

Total Experience of Iowa Classroom Teachers. As shown in Table 50, the median total years of experience of single male classroom teachers in 1966-67 was 3.5 years. Of these, 71.4 per cent had four or less years of total experience, and only 12.7 per cent had ten or more years of experience. Among the married men the median years of total experience was 6.9 years with 38.5 per cent having less than five years total experience, while 32 per cent had ten or more years. Among single women the median years of total experience was 14.8 years. Of these, 31.2 per cent had less than five years total experience while 58.2 per cent had ten years or more. Among the married women, the median years of total experience was 9.6, with 31.7 per cent having taught less than five years and 48.4 per cent ten or more years.

The table on Page 336 shows data on tenure and total experience of Iowa classroom teachers in 1966-67 by sex and marital status.

Preparation of Iowa School Personnel. Certification requirements are established by the State Department of Public Instruction and certification is administered in Iowa through the Board of Educational Examiners. The State Board of Public Instruction serves the latter function.

New superintendents, since 1960, must have secured an advanced certificate issued for life, and based upon a Master's Degree plus thirty hours of additional graduate work in education.

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[1] Ibid., pp. 34-35.

TABLE 50

TENURE AND TOTAL EXPERIENCE OF IOWA CLASSROOM TEACHERS IN TERMS OF SEX AND MARITAL STATUS* 1966-67

	Single Men	Married Men	Single Women	Married Women
Tenure in Present Job				
Median Years	3.0	3.9	4.6	4.2
Less than Five Years	84.6%	64.0%	48.0%	50.4%
Ten or More Years	4.9%	15.3%	36.1%	17.7%
Total Years of Experience				
Median Years	3.5	6.9	14.8	9.6
Less than Five Years	71.4%	38.5%	31.2%	31.7%
Ten of More Years	12.7%	32.0%	58.2%	38.4%

*Source: Data on Iowa Schools, 1967, pp. 34-35.

In 1966-67, 53 per cent of Iowa's superintendents reported that they had 180 or more semester hours, the equivalent of six years of college preparation, but only 12.1 per cent had obtained the Specialist Degree or the Doctorate Degree.[1]

Elementary and secondary principals must have completed the Master's Degree with special courses in administration and supervision in their respective areas. In 1966-67, 95.3 per cent of the 1,308 elementary and secondary principals reported 150 semester hours, the equivalent of five years of college preparation, and 86.5 per cent reported that they held at least the Master's Degree. Of these 1.2 per cent reported the Specialist Degree and 1 per cent the Doctorate Degree.[2]

Elementary classroom teachers, since 1958, must have earned a Bachelor's Degree with specialization in the elementary field. As with all school personnel the new requirements are not retroactive and those previously certified for the position may continue as long as certificates are renewed. In 1966-67, 64.3 per cent of the elementary teachers held the Bachelor's Degree, 6.8 per cent had a Master's Degree, .1 per cent the Specialist and .1 per cent the Doctorate Degree. This left 28.7 per cent of the state's elementary teachers with less than four years of college preparation.[1] However, there has been improvement in reaching the four-year level of training, indicated by the fact that in 1964-65, 36.98 per cent of the elementary teachers in four-year high school districts had not completed 120 hours of college work.[2]

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[1] Data on Iowa Schools, 1967, op. cit., p. 31.

[2] Ibid.

Junior high classroom teachers must have completed the Bachelor's Degree with special training in secondary education to be certified for this level. In 1966-67, 3.2 per cent still taught in this area with less than a four-year degree, while 16.9 per cent held at least the Master's Degree. There were 6,228 teachers classified as junior high teachers.[3]

Senior high classroom teachers must also hold a Bachelor's Degree with specialization at the secondary level. In 1966-67, 1.4 per cent of the 7,038 secondary teachers, that is, senior high, were reported to hold less than the four-year degree, while 22.2 per cent were reported to hold at least the Master's Degree.[4]

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[1] Ibid., p. 32.

[2] Data on Iowa Schools, 1965 (Des Moines: State of Iowa Department of Public Instruction), p. 72.

[3] Data on Iowa Schools, 1967, op. cit., p. 72.

[4] Ibid., p. 33.

Assignment of Personnel in Area of Major Training. It has become difficult for a teacher trained in either elementary or secondary education to transfer to the other level without special college preparation. But in the secondary school it is still possible for teachers to teach in more than one major area, sometimes with temporary approval, and many times with a minimum number of hours of preparation in the subject field. One area of concern in providing a quality educational program is the ability to assign teachers to their major area of preparation.

Brunsvold surveyed the characteristics of schools where assignment was wholly in the major field for the 1964-65 school year.[1] Most significant in his findings was the relationship between the total assignment in one major field and the enrollment size of the school district. Brunsvold found that in schools with high school enrollment under 100 pupils, only 14.29 per cent of the secondary schools had more than half of their teachers assigned full time in one field. For those with enrollments from 100 to 199 in grades 9-12, 51.72 per cent of the 174 schools had more than half of their teachers assigned to their major field. This figure increased to 75 per cent for schools with enrollments of 400 to 499, and 95.83 per cent for those with enrollments in excess of 600 in grades 9-12.[2]

Brunsvold compared the percentage of teachers with 100 per cent assignment in one area of preparation for the fifteen largest and fifteen smallest school districts in Iowa. For the fifteen largest schools, the median school had 72.88 per cent of the teachers assigned 100 per cent in the major area of preparation. The range was from 67.9 per cent assignment to 83.36 per cent. Among the fifteen smallest schools, the median school assigned 50 per cent of its teachers to teach fulltime in their major area. The range was from none to 57.14 per cent. The mode of 50 per cent teachers assigned 100 per cent in the major area included six of the fifteen smallest Iowa high schools.[3]

Salaries. The salary ranges for major administrative and teaching position for the 1966-67 school year are shown in Table 51.

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[1] Perley O. Brunsvold, "The Relationship Between Selected School District Variables and Teacher Assignment Based on Preparation" (unpublished Doctoral dissertation, University of Iowa, Iowa City, Iowa, 1966).

[2] Ibid., p. 190.

[3] Ibid., p. 157.

TABLE 51

SALARIES OF IOWA SCHOOL PERSONNEL*
1966-67

Position	1st Quartile	Median	3rd Quartile
Superintendent	$10,470	$11,500	$13,000
Principal	8,182	9,000	10,290
Male, High School	5,900	6,678	7,716
Female, High School	5,400	6,000	6,945
Male, Jr. High School	5,864	6,596	7,700
Female, Jr. High School	5,304	6,000	7,038
Elementary Men	5,753	6,400	7,242
Elementary Women	5,094	6,000	6,500
Guidance Counselors	7,000	7,800	8,650

*Source: Data on Iowa Schools, 1967, p. 38.

Financial Characteristics

One of the five factors identified by the State Department of Public Instruction as essential for an adequate school district was "the ability of a given area to provide a satisfactory base of financial support..." A number of factors relating to the financial characteristics of local school districts are presented in this section.

Assessed Valuation of Property Per Child in Average Daily Attendance. The financial potential of a district may be distorted in a comparison of districts in terms of assessed valuation of property per child because of two factors. First, some districts have large numbers of children in non-public schools, thus assuring a larger assessed value per child enrolled in the public schools and thus a generally proportionately lower millage rate. Were all children in these districts to enroll in public schools the potential of the district as measured in assessed valuation of property per child in average daily attendance would appear much different.

A distortion also is possible because until the 1967 legislative session, little effort had been made to determine if assessed valuation per child was a fair measure of ability to support a quality program. Little recognition was given to the fact that a great amount of Iowa income is derived from wages and services, rather than a return on invested capital. Cities tended to show a much lower assessed value per child than did smaller towns and rural areas, and this decline in assessed value was directly proportional to the enrollment category in which school districts were typically placed. For example, the twenty-three largest cities in Iowa had a median assessed value per student in average daily attendance in 1964-65 of $7,214. It was $8,956 in districts with high school enrollments of from 493 to 595, $11,716 in high school districts of from 204 to 225, and $11,643 in districts with high school enrollments under 100 students. The state median was $10,382.[1]

Thus, it would appear that Iowa cannot meaningfully discuss the ability of districts to support education until it has carefully surveyed the economic impact in each community of (1) return from capital investment, (2) return from wages, salaries, and services, (3) interest and dividends on out-of-community investments, and (4) the impact of consumer expenditures as reflected by taxes on sales, tobacco, liquor, and gasoline.

The data which follow are based on the old concept of assessed value of property as a measure of ability to finance schools, and obviously are subject to the distortions suggested above.

There are gross inequalities in the value of property in Iowa for the support of education, but they are related inversely, as pointed out previously, to the size of the school. There are rich and poor schools in all enrollment sizes. The gross inequalities in the 1965-66 property values per child in average daily attendance are shown in Table 52.

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[1] Wayne P. Truesdell, "Financing Iowa Public Schools" May, 1966 (dittoed material).

TABLE 52

ASSESSED VALUATIONS PER CHILD IN AVERAGE DAILY ATTENDANCE* 1965-66

Lowest assessed valuation per child	$ 3,739
25th percentile	9,060
Median assessed value per child	11,985
75th percentile	13,177
Highest	57,586

*Source: Data on Iowa Schools, 1967, p. 16.

The above figures suggest there is a range in valuation among the middle 50 per cent of the school districts of $4,117, and that the 75th percentile school district had a 19 per cent greater potential to support education than did a school in the 25th percentile. Applying an average of 49.002 mills in 1965-66, the 25th percentile school could raise $441 per child in average daily attendance while the 75th percentile school would raise $614 per child. Stated differently, 25 per cent of the schools in the state could raise $441 per pupil on a 49-mill tax rate while the richest one-fourth of Iowa districts could raise more than $614 per pupil on the same tax levy.

Variations in Iowa Assessment Ratios. Property in Iowa is assessed, on the average, at about 23.8 per cent of market value.[1] In 1967, the Legislature demanded that all property be assessed at 27 per cent of market value. Until 1967 the ratio between assessed value of property and market value varied considerably. In the twenty-three largest cities, assessment ratios varied in 1963-64 from 19.1 per cent of real value to 31.1 per cent. The most favored city in Iowa could raise 62.5 per cent more taxes with the same real burden on the taxpayer as could the least fortunate city.

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[1] Des Moines Register, August 6, 1967.

Property Tax Rates for Education in Iowa. Millage levies for school support have doubled since 1951-52. The median rate in 1951-52 was 24.637 mills, and was 40.002 in 1965-66. Table 53 shows the range in total millage for Iowa schools in 1965-66.

TABLE 53

TOTAL MILLAGE FOR IOWA SCHOOLS*
1965-66

Distribution	Mills
Lowest school	15.444
25th percentile	37.134
Median millage	42.079
75th percentile	47.696
Highest school	100.619

*Source: Data on Iowa Schools, 1967, p. 18.

Of the millage rate for schools in 1965-66, 43.991 mills, or 88 per cent of the median, was expended for general operation, while 5.011 mills were used for interest on bonds, retirement of indebtedness, and levies for site and building construction funds.

Again, there is a great difference between the taxes paid for schools by Iowa citizens with the same real value of property. The taxpayer at the 75th percentile of tax rates, 47.696 mills, would pay 28 per cent more taxes per dollar of property than the taxpayer at the 25th percentile, where the millage rate was 37.134 mills.

There is a consistent variation in property rates paid when the schools are grouped by enrollment categories. The rate of tax increases as the size of the school increases. This is shown in Table 54.

The above figures point out, again, the discrepancies in Iowa's school financing program in terms of true economic wealth and growth. Enrollments increased 22 per cent in the ten-year period, and the taxable value of property increased 30 per cent. But due to increased educational services and inflation, general fund expenditures more than doubled. If school operation had been keyed to economic growth, it could be assumed that the increase in taxable wealth would have been equal to the increase in costs and the tax millage could have remained the same. Rather, because of the discrepancy between economic growth and taxable property, the typical taxpayer in Iowa had to pay 62 per cent more on each dollar of property value in 1965-66 than he did in 1955-56.

The 1967 Iowa General Assembly attacked the problem of financing local schools by increasing the amount of state aid to schools from approximately 13 per cent in 1965-66 to an estimated 36 per cent in 1967-68. The national average in 1965-66 was 39.1 per cent.[1] As shown in Table 56, the local property tax supported 82.3 per cent of the costs of schools in 1965-66.

TABLE 56

SOURCE OF SCHOOL SUPPORT*
1965-66

Source	Amount	Per Cent
Local Taxes	$282,127,341	81.9%
State Aids	43,646,603	12.7%
Federal Aids	18,387,904	5.4%
TOTALS	$344,161,848	100.0%

*Source: Data on Iowa Schools, 1967, p.24.

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[1] NEA Research Bulletin (February, 1966), p. 13.

The 1967 School Aid Law, and a comprehensive revision in the state tax system, attempted to move school support away from total dependence upon the local property tax to a reasonable amount of state support. It was also an attempt to equalize the tax burden and to provide for equalization of educational opportunity throughout the state. As passed at the end of the session, the education bill has three features:

1. Forty per cent of the cost of operation of local school districts will be collected by a county-wide tax and the proceeds distributed within the county on a per-pupil basis. This provides an equalization feature on a county-wide basis. It is expected that the middle two-thirds of the counties will levy a county-wide millage rate of from 16 to 21 mills which will raise, in two-thirds of the counties, from $230 to $280 per pupil. Average per-pupil expenditures will determine the amount to be raised.

2. Forty per cent of the income tax collected in each county will be returned to that county and distributed throughout the county on a per-pupil basis. It is estimated that in 75 per cent of Iowa's counties this return will range from $40 to $70 per pupil. Counties with large cities located in them will tend to raise a greater amount per pupil than will more nearly rural counties.

3. The balance of the per-pupil expenditures in each school district will come from a sharing of state funds and local taxes. This will be based upon the wealth of the district in terms of assessed value of property and income reported for state income tax purposes. Thus, the district with less wealth will obtain a greater amount from state sources to equalize its per-pupil costs than will the district which shows greater wealth of property and income.

The probable result of the 1967 tax relief and school aid package is suggested in Table 57.

TABLE 57

ANALYSIS OF 1967 SCHOOL AID BILL*

	1966-67	1967-68	1968-69
Total Estimated Cost of Public Schools (In Millions)	$355.0	$391.0	$430.0
Estimate of State Support (In Millions)	41.5	109.0	163.0
Estimate of County-wide Levies (In Millions)	------	71.6	159.0
Estimate of Local Levies (In Millions)	313.5	209.9	108.0
Per Cent of State Support	11.7%	28.0%	37.9%
Per Cent of County-wide Levies	-----	18.3%	37.0%
Per Cent of Local Levies	88.3%	53.7%	25.1%
Property Tax Replacement in Mills	6.9	17.9	26.3

*Source: State Department of Public Instruction, August, 1967.

V. EVIDENCES OF EXISTING INADEQUACIES OF EDUCATIONAL OPPORTUNITIES IN IOWA CREATING A NEED FOR MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES

The purpose of this section is to discuss the major evidences of existing inadequacies of educational opportunity in Iowa which create a need for multi-county regional educational service agencies to provide services to local school districts. In this discussion it is assumed that local school districts will continue to be the central figure in the provision of public elementary and secondary education in the state.

This discussion will be organized around the evidence in regard to (1) local school districts, (2) existing county school systems, and (3) the state educational agency. The problems, obstacles, and limitations cited are based on the examination of the characteristics of local school districts and county school systems previously identified, and examination of the literature and research findings.

Also utilized were the results of a survey concerned with the obstacles, problems, or limitations faced by local districts, county school systems, and the State Department of Public Instruction in providing quality educational programs as perceived by a sample of Iowa Educators. The sample included 41 local school district superintendents, seven superintendents of county school systems, and 21 staff members of the State Department of Public Instruction. The county superintendents were from the seven counties to be included in the model multi-county regional educational service agency to be developed in Section Three of this report. The counties are Benton, Cedar, Iowa, Johnson, Jones, Linn, and Washington. The local district superintendents are the chief administrators of the 41 local school districts comprising these seven county school systems. The staff members of the State Department of Public Instruction included in the sample were personnel holding the title of associate superintendent or above and directors of several key divisions.

Returns were received from 28 of the 41 local school district superintendents, or 68 per cent; from 5 of the 7 county superintendents, or 71 per cent; and from 9 of the 21 State Department of Public Instruction personnel, or 43 per cent. This resulted in a total return of 42 of the 69 in the sample, or 69 per cent.

In completing the survey, respondents were asked to indicate their perception of the degree of severity on a five-point scale for 37 problems identified for the local districts, 23 problems identified for the county school systems, and for 17 problems of the State Department of Public Instruction.

A copy of the survey instrument can be found in Appendix C, Part I. Appendix F contains results of this survey not reported in this chapter.

Inadequacies of Local School Districts

In discussing the inadequacies of local school districts in providing quality educational programs and services, the major characteristics of (1) enrollment size, (2) educational programs, (3) professional personnel, and (4) financial resources are considered.

Nearly all of the characteristics are interrelated and it should be recognized that it is frequently difficult to determine the cause-and-effect relationships of the four characteristics. In the discussion follow, these interrelationships are noted.

Enrollment Size. It was previously established that over three-fourths, or 80.6 per cent, of the 455 local high school districts in Iowa in 1966-67 had a total enrollment in grades K-12 of less than 1,500 students. Only twenty-five high school districts, or 5.5 per cent, had a total enrollment exceeding 3,000 students. Of these, only five had enrollments in excess of 10,000 students, the figure identified as optimum through a comprehensive examination of the literature relating to adequate size of local school districts. It was further reported that Conant recommended 100 students in the graduating class, resulting in a total school district enrollment of approximately 1,500, the same as the goal of the State Department of Public Instruction. It should be noted that this figure is far below that of 10,000 students which received general consensus in the literature.

Additional reorganization of local school districts to meet the level of at least 1,500 students in each district will surely be beneficial, but will still not create school districts of adequate size to provide many programs and services characterizing an optimal educational program. The factor of size also relates to the other important considerations of personnel and the availability of financial resources.

Educational Programs. One of the factors relating to size of enrollment is the comprehensiveness of course offerings, an important characteristic of educational programs. It has been shown that there is a direct relationship between the size of enrollment of high schools and the comprehensiveness of course offerings. In the survey of the perceptions of the superintendents of local school districts and county school systems and personnel of the State Department of Public Instruction described earlier in this section, it was reported, as shown in Table 58, that 35 per cent of the respondents considered the secondary school academic curriculum offerings to be a "major" problem. Further, 50 per cent mentioned secondary school vocational curriculum offerings to be a "major" problem, while an additional 13 per cent considered this to be a " very major" problem.

In a survey conducted in November, 1965, 127 superintendents of local school districts, or 28 per cent of all superintendents in the state, were asked to rank in order the major problems faced by their districts. Two of the fifteen highest-ranked problems related to the comprehensiveness of the educational program. These were improvement of curriculum which

OBSTACLES, PROBLEMS OR LIMITATIONS FACED BY LOCAL DISTRICTS IN PROVIDING QUALITY EDUCATIONAL PROGRAMS AS PERCEIVED BY THE SUPERINTENDENTS OF LOCAL DISTRICTS IN RESA NO. X

Percent Response to Each Category, By School Enrollment Size

	No Problem		Minor Problem		Undecided		Major Problem		Very Major Problem		No Response	
	0- 1,499	1,500 & above	0- 1,499	1,500 & above	0- 1,499	1,500 & above	0- 1,499	1,500 & above	0- 1,499	1,500 & above	0- 1,499	1,500 & above
1. Obtaining qualified teachers			40	10	5		40	50	15	40		
2. Providing elementary instructional materials	30	30	65	60	5			10				
3. Providing secondary instructional materials	35	40	60	60	5							
4. Elementary curriculum offerings	10	30	85	70	5							
5. Secondary academic curriculum offerings	5	20	60	40	10		25	40				
6. Secondary vocational curriculum offerings		10	35	30	10		45	50	10	10		
7. Providing elementary guidance and counseling prog.	5	10	25	30	15	10	45	50	10			
8. Providing sec. guidance and counseling prog.	20	50	50	40	5		25	10				
9. Small elementary class size	55	50	30	50	5				5		5	
10. Large elementary class size	50	30	30	40	5		10	30	5			
11. Small secondary class size	25	60	55	40			15		5			
12. Large secondary class size	55	50	45	30				10		10		
13. Developing courses of study & curr. guides		20	30	50	20		50	30				
14. Providing ele. curr. consultant services	10	10	40	50	5		40	40	5			
15. Providing sec. curr. consultant services	10	10	30	40	10		45	40	5	10		
16. Providing prog. & serv. for excep. children		10	25	30	5		65	50	5	10		
17. Providing in-service training programs for professional personnel		10	15	70	10		70	10	5	10		
18. In-service training programs for non-professional personnel			35	60	25	10	35	20	5	10		
19. Conducting educational research			20	10	10		55	50	15	40		
20. Obtaining educational research findings			30	50	15	10	45	30	10	10		
21. Providing audio-visual programs & services	15	20	45	60	15	10	25	10				
22. Providing health services and programs	10	40	50	50	15		20	10	5			
23. Obtaining financial resources	20		25	10	15		20	50	20	40		
24. Obtaining physical space	20		35	10	10		10	70	25	20		
25. Providing transportation programs	50	30	35	70			15					
26. Providing custodial and maintenance services	55	20	25	80	15		5					
27. Providing lunch programs	50	40	45	60	5							
28. Developing school policies	25	20	50	40	5	10	20	30				
29. Orienting school board members	40	20	35	50	10		15	30				
30. Obtaining administrative assistance	20	10	35	80	5		40	10				
31. Obtaining secretarial and clerical assistance	50	60	35	20			15	20				
32. Obtaining public interest and support	25		35	70	15		20	30	5			
33. Maintaining teacher-administrator-board relations	25		35	70	10		25	30	5			
34. Providing administrative services	20	10	35	80	15		30	10				
35. Providing business management services	10	20	25	40	20		40	40	5			
36. Providing adult education programs	15	20	30	50	10		40	10	5	20		
37. Developing long-range planning	5		35	20	10	10	35	60	15	10		

1. Source - Questionnaire, May, 1967.

ranked seventh, and providing a quality program within a small environment, ranked fourteenth.[1]

As noted previously, there is a tendency, especially for smaller high schools, to provide only the beginning or general courses in a specific curricular area. This poses a serious problem for the student who will terminate his formal training in high school and is in need of marketable skills.

The student who will continue his formal education is also similarly handicapped. As previously illustrated there were program limitations in many schools in the areas of communication, mathematics, and foreign language. The availability of advanced courses in these fields is crucial when it is observed that most colleges and universities require for graduation the completion of speech and composition courses, the equivalent of two and one-half units of high school mathematics, and four years of high school study in a foreign language, either as part of the high school program or college program. Limited offerings of advanced courses in specific curricular areas, such as science, also pose serious problems for the student who wishes to major in a specific field.

A second major deficiency of many educational programs of local school districts relates to matters of curriculum development. Many local school districts are unable, because of lack of human or financial resources, to develop their own curriculum objectives, units of study, and educational materials, and thus rely heavily upon textbooks for the direction and implementation of educational programs.

In the survey conducted as part of this study, many of the respondents recognized this as a problem of local school districts. A total of 52 per cent considered developing courses of study and curriculum guides to be a "major problem," 50 per cent perceived the conduct of educational research to be a "major problem" while 28 per cent deemed this a "very major" problem. Further, 44 per cent felt securing the findings of educational research to be a "major" problem while an additional 11 per cent cited this a "very major" problem.

In the 1965 Iowa Center for Research in School Administration survey, the improvement of curriculum was ranked seventh as a major problem faced by local districts, while keeping abreast of educational developments ranked thirteenth.[2]

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[1] "Concerns of School Administrators," Iowa Center for Research in School Administration, College of Education, University of Iowa, Iowa City, 1965 (Mimeographed), p. 3.

[2] "Concerns of School Administrators," loc. cit.

A major aspect of the educational program of an elementary or secondary school is the provision of special services. The complexity of modern society and the resulting demands being placed on education are well recognized. The present-day educational program is complex, requiring the services of a large number of specialists and supportive programs and services. Yet relatively few Iowa elementary or secondary schools provide, or are able to provide, adequate guidance programs, elementary and secondary curriculum consultant services, library services, special teachers for art, remedial reading, health services, supervisors, and other needed programs and services.

Illustrative of the concern of Iowa educators regarding these matters is the fact, as shown in Table 58, that the provision of elementary and secondary curriculum consultant services was perceived by the educators surveyed in this study as a "major" problem by 52 and 50 per cent, respectively. Also, the provision of elementary and secondary guidance programs was deemed a "major" problem by 50 per cent and 26 per cent of the respondents, respectively.

A final major deficiency of the education programs of Iowa local school districts relates to the adequacy of programs and services for exceptional children. As indicated in the previous section, it appears that not all of the exceptional children in the state are provided the most suitable educational opportunities. Many of the special classes for exceptional children which are administered by local school districts or county school systems are those for the educable mentally retarded. In addition, only a limited number of specialists in most areas of special education are employed by the school districts of the state.

The Iowa educators included in the survey results shown in Table 58 also recognize the inadequate features of most school districts in the provision of programs and services for exceptional children. As can be seen, 61 per cent deemed this a "major" problem while an additional 7 per cent listed this as a "very major" problem.

Professional Personnel. No educational program can function effectively without the provision of a sufficient number of highly trained, competent professional personnel. Typically, consideration of the problems associated with professional personnel includes such concerns as the preparation of teachers, the recruitment and retention of teachers in view of the crucial perennial teacher shortage, teacher assignments, teacher salaries, and the in-service training of teachers.

As discussed previously, over one-fourth of the state's elementary teachers, approximately 3.2 per cent of the junior high school teachers, and approximately 1.5 per cent of the teachers in senior high schools held less than the Bachelor's Degree.

In view of the fact that the median tenure of Iowa teachers in their present positions is approximately four years, a serious concern regarding the ability of the local school district of the state to retain their professional personnel is raised. This consideration is of particular importance in view of the need for continuity and long-range planning and development of educational programs. This problem is aggravated by the fact that few districts have developed curriculum materials to serve as a guide for teachers concerning program objectives and methods of implementation.

In regard to the recruitment and retention of professional personnel, 46 per cent of the Iowa educators surveyed in this study stated that obtaining qualified teachers was a "major" problem facing local school districts, and an additional 25 per cent (this figure was omitted from Table 58) cited this as a "very major" problem. In the 1965 Iowa Center for Research in School Administration survey, teacher recruitment and retention was cited as the first-ranked problem.[1]

Salaries are an important aspect of the recruitment and retention of professional personnel. The average salary of classroom teachers in Iowa in 1966-67 was $6,396. As such, Iowa ranked 28th among the 50 states in average teacher salaries.[2] While it is generally recognized that significant gains in teachers' salaries have been made in recent years, the relatively low salaries of teachers as compared to other comparable professions remains one of the most serious problems facing schools. The problem of teacher salaries obviously relates to the adequacy of the financial resources of local school districts, a problem to be discussed below.

A problem related to the size of enrollment of a school district and one which has a direct bearing on the quality of an educational program is that of the assignment of professional personnel to full-time teaching assignments in their major area of preparation. It was previously shown that the assignment of high school teachers to their major area was directly related to the size of the enrollment. Only the larger high schools were able to meet this objective.

A final aspect of the topic of professional personnel as it relates to possible shortcomings of local school districts in Iowa is that of the professional development of personnel while in employment. Iowa school districts typically expend few resources for the continuous development or in-service training of their professional personnel. The continuing development of staff personnel should be one of the most vital concerns of local school districts.

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[1] Ibid.

[2] National Education Association Research Bulletin, Volume 45, No. 1 (March 1967), p. 10.

This is so because of the key role played by the professional staff in a quality educational program. Further, the salaries of professional members typically constitute approximately three-fourths or more of the total expenditures of local school districts. The need to protect and develop this investment in human resources is critical.

However, a survey by the Iowa Center for Research in School Administration conducted in 1965 showed that the 138 responding school districts which made up 30.1 per cent of the school districts in the state and enrolled 55.2 per cent of the total state enrollment expended in direct in-service training in the 1964-65 school year an average of only $1.50 for each thousand dollars of total operating costs. This amounted to 71.4 cents per pupil annually.[1]

Educators obviously are aware of the need to provide in-service training programs for professional personnel in that 63 per cent deemed this to be either a "major" or "very major" problem, as shown in Table 58. In the ranking of educational problems identified in the 1965 Iowa Center for Research in School Administration study, this concern was ranked tenth among fifteen.[2]

Financial Resources. The financial ability of a local school district is clearly related to the quality of the educational program of the district, the special services the district can provide its students, personnel factors, salaries paid, and the provision of physical facilities to house the educational program. Indeed nearly all aspects of public education, elementary and secondary, are related to financial support.

The ability of local school districts in Iowa to support many educational programs and services adequately has been severely restricted because of a preponderant dependence on the local property tax for the great majority of financial support. This situation has been somewhat relieved as a result of increased state aid enacted by the 1967 Iowa General Assembly.

It is obvious that educators in Iowa are well aware of the problems associated with lack of financial resources. As shown in Table 58, 58 per cent identified the obtaining of financial resources as either a "major" or "very major" problem. Further, 59 per cent cited the obtaining of physical space, a closely related factor, as either a "major" or "very major" problem. These perceptions correspond to the ranking of problems identified by local school district superintendents in the 1965 Iowa Center for Research in School

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[1] "Investing in Growth - Iowa School," Research Digest, No. 17 (December, 1965), Iowa Center for Research in School Administration, College of Education, Iowa City, pp. 2-3.

[2] "Concerns of School Administrators," Loc. cit.

Administration survey. Among the fifteen highest ranking problems listed, financing educational programs ranked second, providing needed classroom space ranked fourth, and teacher salaries, twelfth.[1]

In view of the concern of educators for securing adequate financial resources and the competition, not only within education, but generally for the tax dollar, the question of economy and best use of available resources is crucial. Recognition of the fact that over three-fourths of the local school districts in Iowa in the 1966-67 school year had fewer than 1,500 students' raise serious questions concerning the economic and efficient functioning of these units in the provision of quality educational programs and services, many of which have been shown to require larger student populations.

Illustrative of the more economical use of the tax dollar are the data presented in a 1964 publication of the State Department of Public Instruction concerning the reorganization of school districts. An attempt was made to estimate the saving in the number of high school teachers and salaries by a greater high school pupil/teacher ratio resulting from consolidation of high school districts. Total high school enrollment increased from 120,000 in 1952-53 to 169,898 in 1963-64, an increase of 49,898 students, or 41.6 per cent in the twelve year period. During the same twelve-year period the number of high school teachers in Iowa increased by 1,082, from 8,336 to 9,418 or 13 per cent. Pupil/teacher ratios in high schools increased from 14.4 students to 18 students per high school teacher. It was noted that had the 1952-53 ratio prevailed in 1963-64, high schools would have had to employ an additional 2,380 teachers. At the 1963-64 average salary of $5,600, the total savings in high school teaching salaries for a single year would have been $13,328,000.[2]

These estimated savings, which do not include a number of other accompanying factors such as facility requirements, instructional materials and administrative costs, could no doubt be demonstrated in other aspects of the educational program.

Limitations of County School Systems in Providing Services to Local School Districts

In the preceding section a number of major inabilities of local school districts to provide needed programs and services were described. In this section, the major limitations of the existing county unit of school administration to assist constituent local school districts in providing needed programs and services will be presented. Limitations concern (1) enrollment size, (2) professional personnel, and (3) programs and services are discussed.

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[1] Ibid.

[2] State Department of Public Instruction, "A Review of School District Reorganization from 1951-64," #764A-1224AF(Mimeographed).

As was true of the interrelationship between the major characteristics of local school districts which were considered, the interrelationships of the limitations as they apply to the county school system above are noted.

Enrollment Size: Only fourteen county school systems in 1966-67 had more than 9,000 students enrolled in the local public school districts comprising the county systems. The mean public school enrollment per county school system was 6,359.3 students. Over three-fourths of the units had enrollments of less than 6,000 students. Thus it can be seen that the great majority of Iowa county school systems fail to reach the 10,000-student-level category, the size recommended for local school districts in order to provide an adequate educational program.

Although there are other contributing reasons, one method utilized by county school systems to overcome the limitations of inadequate enrollment size has been the arrangements by two or more counties to jointly provide certain programs and services. This technique, although serving a useful function, is of limited value in that it does not permit the development of long-range planning by the county school systems or the constituent local school districts which receive services under such agreements.

Professional Personnel. A very serious limitation of county school systems in their ability to provide needed programs and services to local school districts relates to the multi-faceted problem of securing professional personnel. This may be due to the apparent lack of professional prestige associated with all but a few of the county school systems in the state, the inability to justify offering certain specialized services due to limited enrollment, or it may be related to the shortage of personnel at the level of specialization required in these capacities. Whatever the cause or causes, the inability to secure and retain highly qualified professional personnel is a serious limitation for most of Iowa's existing county school systems.

In the survey conducted as part of this study, recognition of the problems related to personnel was shown. As presented in Table 59, 39 per cent of the respondents deemed obtaining qualified personnel as a "major" problem of county school systems while an additional 18 per cent deemed it a "very major" problem.

It was previously shown that few personnel were employed by county school systems during the 1966-67 school year. Including administrative, secretarial, and professional personnel the total was approximately 750.

TABLE 59

OBSTACLES, PROBLEMS OR LIMITATIONS FACED BY COUNTY EDUCATION AGENCIES IN PROVIDING QUALITY EDUCATIONAL PROGRAMS AS PERCEIVED BY THE SUPERINTENDENTS OF LOCAL DISTRICTS IN RESA NO. X

Percent Response to Each Category, By School Enrollment Size

	No Problem		Minor Problem		Undecided		Major Problem		Very Major Problem		No Response	
	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above
1. Obtaining qualified professional personnel	5	10	45	10	20		25	70	5	10		
2. Developing courses of study and curr. guide	10		30	20	30	10	25	50	5	20		
3. Providing elementary curricular consultant services	5		15	40	20		50	50	10	10		
4. Providing secondary curricular consultant services	5		15	40	15		55	50	10	10		
5. Providing other special subject or area consultant services	5	10	10	40	15	10	60	20	10	20		
6. Conducting educational research		10	10		25	10	35	50	30	30		
7. Obtaining educational research findings		10	30	40	20	10	30	40	20			
8. Providing programs and services for exceptional children	5	10	35	80	20		25	10	15			
9. Obtaining financial resources	25	10	10	30	35	20	20	40	10			
10. Obtaining physical space	30	10	25	70	25	10	10	10	10			
11. Obtaining administrative assistance	20	30	30	30	35	10	10	30	5			
12. Awareness of local school district needs	25	30	30	20	20	10	20	30	5	10		
13. Small student population in area served	20	10	35	70	20		25	20				
14. Large student population in area served	45	30	40	50	20		5	20				
15. Distance and travel time	25	20	45	50	10		20	30				
16. Communicating with State Department of Public Instruction	25	40	35	60	30		10					
17. Communicating with local school districts	15	30	60	40	5	10	15	10	5	10		
18. Coordinating programs and services with State Department of Public Instruction	20	10	20	70	35	10	15		10	10		
19. Coordinating programs and services with local school districts	15		30	60	20	10	20	20	15	10		
20. Obtaining public interest and support	15		15	10	35		30	80	5	10		
21. Developing long-range planning	5		10	40	25		40	40	20	20		
22. Providing health services and programs	5		25	50	20	10	35	20	15	20		
23. Providing library services	5	10	20	20	25	10	40	40	10	20		

1. Source - Questionnaire, May, 1967.

Although several county school systems employed as many as 30 or more, the average per county unit was less than 10. The staff of some county school systems consisted of the superintendent and secretarial personnel.

The majority of the personnel of county school systems were special service personnel or special education teachers.

Programs and Services. As shown previously in Chapter VI, most Iowa county school systems do not presently offer extensive staff and student personnel services or administrative services to their constituent local school districts. The existing county units have the legal option, indeed the legal mandate in some areas, to provide extensive programs and services and many have the necessary financial resources available to accomplish this. Few county school systems have exercised their prerogatives in this regard, however. This situation may be caused by limited enrollment size, the lack of strong professional leadership in the county unit, the lack of professional personnel, or the unwillingness or limited vision of local school district personnel in utilizing the county school system.

Table 59 shows that the area of programs and services provided by the county school system was of major concern of the educators responding. The programs and services considered to be "major" or "very major" problems by 50 per cent or more of the respondents are as follows: providing elementary and secondary curricular consultant services, providing other special subject or area consultative services, conducting educational research, obtaining educational research findings and providing library services.

Limitations of the State Education Agency in Providing Services to Local School Districts

The 1964 Biennial Report of the State Department of Public Instruction described the functions of the state education agency as established by the Fifty-Fifth General Assembly in 1953.[1] The functions of the State Department of Public Instruction were classified as: (1) leadership, (2) regulatory, and (3) operational. Further, it was stated:

> Educational leadership is the major purpose served by the State Department of Public Instruction. Although the Department provides other services, they are all subservient to

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[1] 62nd Biennial Report, op. cit., pp. 12-13.

> and intermeshed with the guidance of educational endeavors in the state of Iowa. Through its leadership the State Department helps to mobilize, unify and coordinate all the positive forces concerned with education for the dedicated purpose of its improvement -- and to give common direction to the efforts of all. Educational leadership strives to analyze the nature and future direction of education, and to communicate with the public in this regard.[1]

The ways in which the educational leadership role can be exercised are:

1. Planning for each major area of service and in the overall comprehensive plan for the total state program of education

2. Research to assist in formulation of policy and evaluation of programs

3. Advisory services by persons specialized in certain phases of school operations

4. Coordination to promote unity and to encourage proper balance

5. Public relations to keep the public informed on educational needs and progress

6. In-service education to foster the continuing growth of all persons engaged in education in the state.[2]

The regulatory function of the State Department

> ...is aimed primarily at assuring that the basic provisions for education in the constitution are available to all children in the state and that state laws enacted to supplement and enrich those basic provisions are kept. The State delegates broad authority to local school districts for the management and operation of educational programs; but at the same time, the Department

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[1] Ibid., p. 12.

[2] Ibid.

> has been charged with quaranteeing at least minimum performance, known as 'standards', for Iowa schools. These standards are established by statute, by boards, or by the Department through the authority granted by statute.[1]

The operational function of the Department of Public Instruction

> ...is carried out through (1) the services offered to local school districts because their scope, expense, or technical nature make them more easily offered on a broad base, and (2) centralized services to individuals, such as vocational rehabilitation.[2]

Nothing in the above statements, or in current practice, suggests that the State Department of Public Instruction sees as its role the provision of direct services to local school districts, other than those of a consultative nature.

Even if the State Department of Public Instruction were to modify its philosophical commitment of serving in a leadership capacity for statewide educational planning and development to one of providing direct services to local school districts, a serious question is posed as to the effectiveness with which this could be accomplished under the current structure of the state education agency.

This view is supported by the perceptions of the respondents to the survey instrument. As shown in Table 60, more than one-half of the Iowa educators included in the sample expressed the belief that obtaining financial resources, distance and travel time, and awareness of local needs were either "major" or "very major" problems of the state education agency. It appears that all three of these problems would seriously restrict the effectiveness of the State Department of Public Instruction, as currently structured, in providing direct services to local school districts.

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[1] Ibid., pp. 12-13.

[2] Ibid., p. 13.

TABLE 60

OBSTACLES, PROBLEMS, OR LIMITATIONS FACED BY THE STATE DEPARTMENT OF PUBLIC INSTRUCTION OF IOWA IN PROVIDING QUALITY EDUCATIONAL PROGRAMS AS PERCEIVED BY THE SUPERINTENDENTS OF LOCAL DISTRICTS IN RESA NO. X

Percent Response to Each Category, By School Enrollment Size

	No Problem		Minor Problem		Undecided		Major Problem		Very Major Problem		No Response	
	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above	0-1,499	1,500 & above
1. Obtaining qualified professional personnel	5		30	20	25		20	40	15	40		
2. Developing courses of study and curriculum guides			55	30	5	10	30	50	10	10		
3. Providing elementary curricular consultant services	5		50	20	5		30	50	10	30		
4. Providing secondary curricular consultant services	5		55	20	5		25	50	10	30		
5. Providing other special subject or area consultative services and programs	5		65	20		10	20	50	10	20		
6. Conducting educational research	10		35	40	40		15	50		10		
7. Obtaining financial resources	10		10	10	30		35	60	15	30		
8. Obtaining physical space	10		15	30	30	10	30	40	15	20		
9. Obtaining secretarial and clerical assistance	20		40	60	30	20	5	20	5			
10. Awareness of local needs	10	10	20		20	10	45	60	5	20		
11. Distance and travel time	5		30	20	15		40	50	10	30		
12. Communicating with county school systems	.5	10	30	40	35	40	15	10	5			
13. Communicating with local school districts	15		20	30	25	10	35	50	5	10		
14. Coordinating programs and services with county school systems	10	10	30	20	35	40	20	30	5			
15. Coordinating programs and services with local school systems	15		30	10	30		20	80	5	10		
16. Obtaining public interest and support	5		20		30	10	25	80	20	10		
17. Developing long-range planning	10		30	20	35	10	15	50	10	20		

1. Source - Questionnaire, May, 1967.

The Need for Multi-County Regional Educational Service Agencies

The foregoing observations suggest that substantial educational deficiencies exist in Iowa at the present time.

Some of these are attributable to the small enrollment size of the majority of local administrative units, making it impossible for these units to provide even basic programs and services. Thus, these districts must receive assistance in order to provide even a minimal educational program for their students. Efforts by these units, as presently structured, to increase the comprehensiveness of their programs even if this could be achieved in the face of limitations of financial and human resources, would prove to be inefficient and uneconomical use of the educational resources of the state.

The state's larger school districts also have service needs, although differing somewhat from those of small school districts, which are not most efficiently and effectively met on an individual district basis.

Recognizing the needs of local school districts to receive assistance from an outside agency, questions concerning the nature of this agency arise.

In Iowa, the most obvious agency to consider is the middle echelon unit, the county school system. However, as presently structured, the county unit of school administration is wholly unable to fill this role. In most cases, the enrollment size is limited to the extent that ineffective use of tax dollars and qualified personnel would result. The middle unit of a three-echelon state system appears to be the most desirable agency to serve in this crucial role. This is true because of its place between the two other levels of school government making it close enough to local school districts to be aware of and responsive to local needs and yet broadly enough conceived to provide needed services.

If the county unit in Iowa is to legitimately hold its place in the state system of public education, it must undergo pronounced changes in its structure and philosophy.

The necessary adaptations must begin with the creation of intermediate units of sufficient enrollment and financial resources in order to be able to plan comprehensive programs and services in response to the needs of local school districts, large and small, within its constituency, and attract qualified personnel to implement these services at a high level of competency.

In view of the unequal educational opportunities in Iowa and the increasing demands placed on education by a changing society, the need for this adaptation is urgent.

Iowa presently has the necessary legal framework to create multi-county regional educational service agencies. Further, this concept enjoys the support of the State Department of Public Instruction which very early envisioned the potential of this type of unit for the state system of education. All that remains is to develop the support of the profession and the public.

The commitment in Iowa to local school district reorganization coupled with the restructuring of the county school system, and the newly created area community college, area vocational-technical districts along with the other public institutions of higher education, could secure for the state the most comprehensive and adaptable state system of public education in the nation.

VI. ALTERNATIVE APPROACHES FOR THE IMPROVEMENT OF EDUCATION IN IOWA

The need for the creation of multi-county regional educational service agencies in Iowa was identified in the preceding section. However, it is to be recognized that there are a number of other alternatives for the improvement of the state system of public education which are available to decision-makers in the state. The major alternatives appear to be the following: (1) to encourage the formation of larger local school districts, (2) to encourage cooperative agreements between local administrative units, (3) to decentralize the State Department of Public Instruction and create regional administrative and service branches throughout the state, and (4) to assign the responsibility for providing services to local school districts to post high school institutions.

Each of these approaches is currently in practice to some degree in a number of states. Each, to be certain, has a number of arguments in its favor. However, each has a number of basic philosophical or structural disadvantages which out-weigh the advantages of their use individually or collectively in the state of Iowa.

A discussion of the four major alternatives follows.

Encourage the Development of Larger Local School Districts. Iowa has made great strides in the past in reducing the number of small, marginal high school districts, and, in general, improving the legal structure of local school district organization. The state's record in this regard is to be lauded. Further, the continuous efforts of the State Board of Public Instruction, the State Department of Public Instruction, and other individuals and organizations to create more adequate local administrative units are to be supported by all educational interests in the state.

However, the creation of local school districts of the size required to provide a quality educational program faces serious obstacles. The feasibility of establishing administrative units with minimum enrollments of 5,000 to 10,000 students is questionable. The geographic and demographic characteristics of the state make such efforts questionable from both a practical and philosophical standpoint. Even if this were possible, there would still exist a need for a service agency to provide a number of programs and services to local units who could not provide such services as economically, efficiently, or effectively as could be done by a service agency.

Encourage Cooperation Between Local Units. Another major alternative available to decision-makers is the encouragement of cooperative agreements between local school districts. This approach, which could be promoted through legislative, financial, or other incentives,could take one of two major forms, or a combination of both. The smaller districts in the state could be encouraged to cooperate with other small districts for the provision of needed educational programs, or smaller units could enter into cooperative agreements with neighboring larger districts.

This approach is at best a stop-gap measure toward the regional concept. It is vulnerable to changes in personnel or changes in the commitment of administrative and policy-making bodies in the units involved. Such agreements would typically be subject to annual negotiation or would lack other vital features necessary for long-range educational planning in the administrative units engaged in such programs.

Such cooperative activities would in many cases require agreements between many school districts in order to secure the necessary enrollment or financial base. The coordinative efforts to initiate, maintain and improve such agreements of this temporary nature appears to be a serious obstacle.

Decentralize the State Education Agency. A third major alternative to the provision of programs and services to local school districts is the decentralization of the state educational agency by creating regional administrative and service branches in various geographic regions of the state.

This plan would tend to create an environment in which the ministerial and regulatory functions of such service agencies would tend to dominate. To be certain, these functions are crucial in the administration of a state system of education. However, in the unit designed to provide services to local school districts, these functions should be secondary and if allowed to dominate would tend to lessen the effectiveness of the service role and in addition, weaken the important educational considerations of local determination and local control.

This plan would require a large number of professional personnel in the state agency, a seemingly undesirable and unnecessary centralization of staff.

Also, the greatly increased involvement of the state agency in the service function would lessen its ability to continue to perform the important role of educational leadership, coordination, and long-range planning so vital to the state system of education.

Provide Services Through Post High School Institutions. A final major alternative to the provision of needed educational programs and services to local school districts is to provide these services through post high school educational institutions, namely, area community college, area vocational-technical schools, public four-year colleges and universities, or some combination of both.

Although these agencies do have important roles to perform for public elementary and secondary education in the state, they are essentially consultative in nature. The primary role of post high school institutions is the provision of educational programs for the post high school age population of the state. For them to dissipate their human and financial resources and undertake still another vital role would tend to weaken their existing commitments. Further, it is questionable whether or not personnel and policy-making boards can reasonably be expected to be competent in such diverse planes as would be required.

CHAPTER VIII

PROPOSED CRITERIA FOR THE ESTABLISHMENT OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA

I. INTRODUCTION

In proposing the creation of a network of multi-county regional educational service agencies in Iowa, it is essential that criteria be developed for their establishment in order that these units can perform the vital function in the state system of education envisioned for them. In addition, the development of criteria should aid in the planning and establishment of the units.

It is the purpose of Chapter VIII to propose a set of criteria for the establishment of a network of multi-county regional educational service agencies in the state of Iowa. Only those criteria concerning the establishment of a network of regional service agencies are presented here. Other proposed criteria relating to the role, function, governance, and financing of multi-county units are presented in later chapters.

The discussion concerning proposed criteria will center on (1) a description of the proposed criteria, (2) a comparison of the proposed criteria for establishment to those presented in the literature, and (3) the application of the proposed criteria as a "test of fit" to the newly created area community college, area vocational-technical districts.

II. A DESCRIPTION OF THE PROPOSED CRITERIA

The criteria to be proposed in this study are based on (1) student population requirements and accepted incidence ratios necessary to provide an efficient and economical base for various educational programs and services, (2) staffing requirements, (3) recognition of major geographic and demographic characteristics of Iowa, and (4) a review of the literature concerning present practices and recommendations of criteria for intermediate units.

Five criteria, three considered to be major and two considered to be minor, are proposed. They are as follows:

Major Criteria

1. A minimum public school enrollment in grades K-12 of 30,000 students.
2. A minimum assessed valuation of $300,000,000.
3. A maximum of one-hour driving time from the service center(s) to local public school districts in the area served.

Minor Criteria

4. A minimum total population of 100,000.
5. A minimum number of 1,200 professional personnel in the local public school districts in the area served.

It is important to note that the criteria are stated in terms of minimum requirements considered to be necessary for the establishment of the units. In stating minimum standards, a danger exists that they will be employed as maximal standards. This is not the intent since in many cases more optimal considerations above these levels can be achieved. They are stated in minimal terms, however, in recognition of the existing characteristics of the state.

A brief discussion of each criterion which expresses the rationale for its use follows.

Minimum Public School Enrollment

A minimum enrollment size of 30,000 students in grades K-12 was deemed to be necessary for the economic and efficient provision of many of the programs and services that the regional educational service agency should provide.

The rationale used in adopting this minimum enrollment size employed, in part, student incidence ratios or staffing ratios which are commonly accepted, or were determined on the basis of certain assumptions included in this chapter.

Illustrative staffing ratios which were utilized are listed below.

Special Education[1]

Specialist, Educable Mentally Retarded: 1 per 600 students
Specialist, Trainable Mentally Retarded: 1 per 2,500 students
Specialist, Visually Handicapped (Blind): 1 per 15,000 students
Specialist, Visually Handicapped (Partially Sighted): 1 per 15,000 students
Specialist, Physically Handicapped: 1 per 12,000 students
Therapist, Physically Handicapped: 1 per 30,000 students
Specialist, Gifted: 1 per 1,000 students
Therapist, Speech: 1 per 2,400 students
Hearing Clinician: 1 per 9,000 students
Psychologist: 1 per 3,000 students
School Social Worker: 1 per 3,000 students
Specialist for Hard of Hearing or Deaf: 1 per 15,000 students
Homebound Teacher: 1 per 15,000 students

Programs and Services[1]

Data Processing: minimum of 50,000 students
Attendance Officer: 1 per 6,000 students
Health Nurse: 1 per 2,000 students
Dental Hygienist: 1 per 2,000 students

Curricular Subject Matter Consultants

Elementary Language Arts, Social Studies, Mathematics and Science Consultants: 1 per 200 teachers per subject matter area
Secondary Language Arts, Social Studies, Mathematics and Science Consultants: 1 per 200 teachers per subject matter area
Elementary-Secondary (K-12) Art, Music, Library, Foreign Language, Guidance, Business Education, Homemaking, Industrial Arts, Physical Education, and Driver Education Consultants: A minimum of 1 per subject matter area

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[1] These staffing ratios are based on total student enrollment.

No known standard is available for determining the type and number of curricular consultants. Therefore, certain basic assumptions were made in the identification of the staffing ratios for curricular consultants cited above. These are:

1. That the provision of curricular consultant services to local school districts will be one of the major functions of multi-county regional educational service agencies.

2. That the consultants employed by the regional educational service agency will for the most part initiate and guide curriculum development activities in constituent local school districts rather than personally developing curriculum guides and materials for individual schools.

3. That the majority of the smaller local districts in the state will continue to be unable to employ special subject matter consultants.

4. That when feasible, more than one consultant in similar subject matter areas be employed in order to permit professional communication.

Minimum Assessed Valuation

In order to provide the comprehensive educational program envisioned for the multi-county regional educational service agency, adequate financial resources must be available to the service unit. In addition, it is hoped that the multi-county units will not compete with local school districts and other educational institutions for financial resources. Thus, the proposed criteria for the minimum assessed valuation of each multi-county unit was set at $300, 000, 000. A one-mill levy on this minimum assessed valuation, while it may not be sufficient to support a comprehensive service unit in all parts of the state and is clearly not recommended in this study as a desirable limit, would, in most cases, generate approximately $300, 000 of available tax resources for the multi-county unit. It is assumed that a more efficient and economical utilization of financial and human resources will result from the provision of many programs on a broader base provided through the establishment of multi-county service agencies.

Maximum Driving Time

The programs and services of a multi-county regional educational service agency must be accessible to constituent districts. Distance and travel time become important considerations in the establishment of regional service units.

Therefore, it is proposed that a travel time of no more than one hour exist between the service center, or centers, and the school district in its constituency. This will ensure that the programs and services of the unit are both physically and operationally accessible to constituent districts and will promote greater utilization of these programs and services. Further, travel time of the personnel of the agency is reduced to a practical level.

Minor Criteria

In many respects the two minor criteria proposed are related to or are a function of the three major criteria. They are proposed for one or more of the following reasons: (1) to serve as a check that one or more of the major criteria are satisfied, and (2) to ensure that at least a minimum program is offered by a multi-county regional educational service agency.

III. A COMPARISON OF THE PROPOSED CRITERIA FOR ESTABLISHMENT TO THOSE PRESENTED IN THE LITERATURE

Certain themes concerning the establishment of service agencies were prevalent in the review of the literature presented in Chapter III, and/or were observed in the exemplary intermediate units visited by the project staff.

Chief among these were the following:

1. The student population should be adequate to ensure that comprehensive programs and services can be provided by the service agency efficiently, effectively, and economically.

2. The financial resources of the service agency should be sufficient to support a comprehensive service program.

3. The service agency should be staffed by highly qualified personnel. The adequacy of both student population and financial resources relates to this criterion.

4. The service agency should be located within a one-hour driving time of constituent local school districts.

It can be seen that each of the criteria proposed for the establishment of multi-county regional educational service agencies in Iowa is consistent with the themes presented in the literature.

IV. THE APPLICATION OF THE PROPOSED CRITERIA TO THE GEOGRAPHIC BOUNDARIES OF AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS

Under the present policy statement of the State Board of Public Instruction, mergers of county school systems must fall within, but need not necessarily comprise, the entire region of the newly created area community college, area vocational-technical districts shown in Figure 12.

Because of this policy and to illustrate how the proposed criteria might be implemented in Iowa, it was decided to apply the criteria as a "test of fit." This does not imply that the study necessarily recommends the utilization of the geographic boundaries of the area community college, area vocational-technical districts.

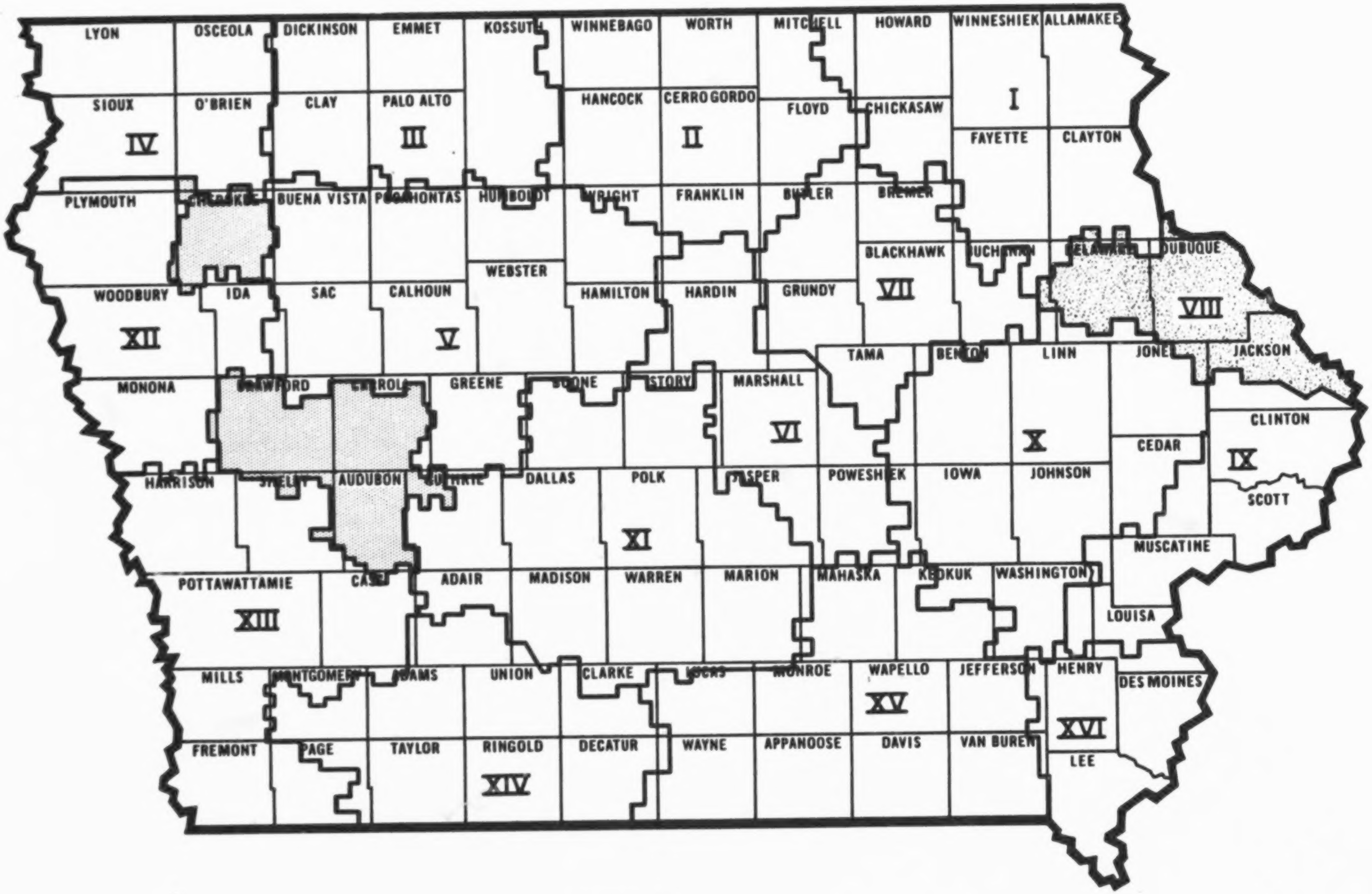
LYON
OSCEOLA
DICKINSON
EMMET
KOSSUTH
WINNEBAGO
WORTH
MITCHELL
HOWARD
WINNESHIEK
ALLAMAKEE
SIOUX
O'BRIEN
CLAY
PALO ALTO
HANCOCK
CERRO GORDO
FLOYD
CHICKASAW
I
FAYETTE
CLAYTON
IV
III
II
PLYMOUTH
CHEROKEE
BUENA VISTA
POCAHONTAS
HUMBOLDT
WRIGHT
FRANKLIN
BUTLER
BREMER
BLACKHAWK
BUCHANAN
DELAWARE
DUBUQUE
WEBSTER
VII
VIII
WOODBURY
IDA
SAC
CALHOUN
HAMILTON
HARDIN
GRUNDY
XII
V
TAMA
BENTON
LINN
JONES
JACKSON
MONONA
CRAWFORD
CARROLL
GREENE
BOONE
STORY
MARSHALL
VI
X
CLINTON
CEDAR
IX
HARRISON
SHELBY
AUDUBON
GUTHRIE
DALLAS
POLK
JASPER
POWESHIEK
IOWA
JOHNSON
SCOTT
XI
MUSCATINE
POTTAWATTAMIE
CASS
ADAIR
MADISON
WARREN
MARION
MAHASKA
KEOKUK
WASHINGTON
XIII
LOUISA
MILLS
MONTGOMERY
ADAMS
UNION
CLARKE
LUCAS
MONROE
WAPELLO
JEFFERSON
HENRY
DES MOINES
XV
XVI
FREMONT
PAGE
TAYLOR
RINGOLD
DECATUR
WAYNE
APPANOOSE
DAVIS
VAN BUREN
LEE
XIV

FIGURE 12

AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS* July, 1967

Key: ▒ Unassigned ░ Unorganized

*Source: Iowa State Department of Public Instruction, July, 1967.

Table 61 and Table 62 present the data on the area community college, area vocational-technical districts for the three major and two minor criteria proposed in the study.

Additional pertinent data for each county school system in each of the area community college, area vocational-technical districts can be found in Appendix D. These include:

1. Number of public high school districts by size of enrollment, 1966-67.

2. Public and non-public school enrollment data, September, 1966.

3. School census, 1966.

4. Property valuations, 1966.

5. County board of education levy (in dollars and in mills), 1965.

6. County board of education dollar levy per public school enrollment per ADA, 1965-66.

7. County board of education expenditures, 1965.

8. County board of education receipts, 1965.

9. Number of local school district personnel, 1966-67.

Also shown in Appendix D are the following data related to the political county in which each of the county school systems is primarily located.

1. Land in square miles

2. Population, 1960

3. Population density per square mile, 1960

4. Projected population, 1970

5. Projected population, 1975

The application of the major criteria to the geographic boundaries of the fifteen organized area community college, area vocational-technical districts is shown in Table 63. As shown, the following districts satisfy the minimum enrollment in grades K-12 of 30,000 students: II, V, VII, IX, X, XI, XII, XIII, and XV.

TABLE 61

DATA ON THE ORGANIZED AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS ILLUSTRATING THE THREE MAJOR CRITERIA PROPOSED IN THE STUDY

Area Number	K-12 Enrollment 1966-67	Assessed Valuation 1966 *	One-Hour Driving Time**
I	23,858	$ 237,609,040	Acceptable
II	33,279	383,571,122	Acceptable
III	19,659	255,113,948	Acceptable
IV	14,660	201,077,191	Acceptable
V	41,747	521,891,322	Acceptable
VI	23,946	265,286,081	Acceptable
VII	47,369	417,052,705	Acceptable
IX	54,324	473,042,202	Acceptable
X	68,622	647,734,180	Acceptable
XI	113,895	960,416,619	Acceptable
XII	34,252	313,078,487	Acceptable
XIII	43,473	398,122,769	Acceptable
XIV	17,426	188,843,551	Acceptable
XV	35,386	316,213,712	Acceptable
XVI	24,407	219,242,596	Acceptable
Unassigned or Unorganized	34,008	441,951,238	
TOTAL	729,794	$6,240,246,763	

* Includes Tax Free Land

** Estimated

TABLE 62

DATA ON THE ORGANIZED AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS ILLUSTRATING THE TWO MINOR CRITERIA PROPOSED IN THE STUDY

Area Number	Total Population* 1960	Number of Local District Professional Personnel 1966-67
I	115,944**	1,308
II	157,268**	1,865
III	85,999	1,166
IV	69,747	840
V	183,177**	2,349
VI	115,362**	1,336
VII	233,929**	4,042
IX	236,048**	2,730
X	288,270**	3,491
XI	475,701**	5,676
XII	155,940	1,839
XIII	178,801	2,185
XIV	83,499	1,048
XV	167,216	1,845
XVI	117,289**	1,332
Unassigned or Unorganized	204,409**	1,798
TOTAL	2,868,599***	34,750

TABLE 62 (Continued)

Area Number	Total Population 1960	Number of Local District Professional Personnel 1966-67

* Population figures are for counties and not for county school systems. Some county school systems extend into other counties. In most cases, only small variations exist.

** Not all local school districts in the same county school system have been assigned to the same regional educational service agency. No method is available to prorate the proper figures to the appropriate RESA Units. Therefore, in some cases the figures for an entire county have been repeated if all local districts in that county are not assigned to the same RESA Unit. However, this does not, in most cases, affect the data.

*** Influenced by listing of some county figures twice. Actual 1960 figure for Iowa was 2,757,537.

Nine of the fifteen organized areas meet the criterion relating to the minimum assessed valuation of $300,000,000. The third major criterion, a maximum of one-hour driving time from the service center to all constituent local school districts, was considered feasible in all districts through the use of multiple service centers.

Application of the minor proposed criteria to the fifteen organized area community college, area vocational-technical districts is shown in Table 64. All but three met the criterion of 100,000 population. Similarly, all but three met the criterion of 1,200 professional personnel employed by the constituent local school districts.

In summary, nine of the fifteen areas satisfied all of the criteria. These were areas II, V, VII, IX, X, XI, XII, XIII, and XV. The remaining six areas did not meet one or more of the criterion.

TABLE 63

APPLICATION OF THE MAJOR CRITERIA TO ORGANIZED AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS

Area Number	K-12 Enrollment of 30,000 1966-67	Assessed Valuation of $300,000,000 1966-67	One-Hour Driving Time*
I	Not Acceptable	Not Acceptable	Acceptable
II	Acceptable	Acceptable	Acceptable
III	Not Acceptable	Not Acceptable	Acceptable
IV	Not Acceptable	Not Acceptable	Acceptable
V	Acceptable	Acceptable	Acceptable
VI	Not Acceptable	Not Acceptable	Acceptable
VII	Acceptable	Acceptable	Acceptable
IX	Acceptable	Acceptable	Acceptable
X	Acceptable	Acceptable	Acceptable
XI	Acceptable	Acceptable	Acceptable
XII	Acceptable	Acceptable	Acceptable
XIII	Acceptable	Acceptable	Acceptable
XIV	Not Acceptable	Not Acceptable	Acceptable
XV	Acceptable	Acceptable	Acceptable
XVI	Not Acceptable	Not Acceptable	Acceptable

* It is assumed that this criterion can be met in all districts through the establishment of multiple service centers.

TABLE 64

APPLICATION OF MINOR CRITERIA TO ORGANIZED AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS

Area Number	100,000 Population 1960	1,200 Local District Professional Personnel 1966-67
I	Acceptable	Acceptable
II	Acceptable	Acceptable
III	Not Acceptable	Not Acceptable
IV	Not Acceptable	Not Acceptable
V	Acceptable	Acceptable
VI	Acceptable	Acceptable
VII	Acceptable	Acceptable
IX	Acceptable	Acceptable
X	Acceptable	Acceptable
XI	Acceptable	Acceptable
XII	Acceptable	Acceptable
XIII	Acceptable	Acceptable
XIV	Not Acceptable	Not Acceptable
XV	Acceptable	Acceptable
XVI	Acceptable	Acceptable

CHAPTER IX

THE ROLE AND FUNCTION OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA

I. INTRODUCTION

It is the purpose of Chapter IX to identify the proposed role and function of multi-county regional educational service agencies in the state of Iowa.

An overview of the existing division of public educational functions in the state is discussed. The role of the four major component parts of the state school system - - local school districts, county school systems, area community colleges and area vocational-technical schools, and the public institutions of higher education - - is briefly presented.

Next, a proposed rationale for the allocation of educational functions among and between the elements of the state school system is offered. The proposed rationale is based on a statement of basic assumptions and of recommended basic principles for the organization and administration of the state school system. A profile is offered in which the major responsibilities of each unit of school government are identified.

A description of the proposed role and function of multi-county regional educational service agencies is then presented.

The chapter is concluded by a discussion of the perceptions of a selected number of educators in Iowa concerning which unit(s) of school government should have major responsibility for performance and which unit(s) should have major supportive and/or consultative responsibilities for the performance of selected educational tasks, programs, and/or services.

II. AN OVERVIEW OF THE PRESENT DIVISION OF EDUCATIONAL FUNCTIONS IN IOWA

In this section an overview of the present division of educational functions in the state system of public education in Iowa is presented. It is beyond the scope of this brief description to identify all of the numerous educational functions currently performed by each of the major units of school government. Rather, emphasis is given to the major areas of responsibility of each unit.

Furthermore, no attempt is made to identify the reasons for the current mix or to evaluate and assess the logic of it. In regard to the former, it can be said that an accounting of the current allocation of educational functions is to be found primarily in legislative mandate and/or tradition and custom.

The overview which follows describes the major areas of responsibility for each of the following elements of the state system: local school districts, county school systems; area community college and area vocational-technical schools; and the institutions of higher education. To be certain, other agencies such as the State Board of Control, which administers several child welfare and correctional institutions, also have responsibilities and play a vital role in the state system of education. However, for purposes of this overview, such responsibilities are viewed as minor in relation to the total state system and are not considered.

The overview will be structured around the various age groups for which the state has, at this point in history, assumed a major commitment for the provision of educational opportunities; namely, the elementary and secondary school age, and post high school age population of the state.

Educational Programs and Services for Elementary and Secondary Age Group

As shown in Figure 13, two units of school government currently have the major responsibility for the provision of educational programs and services for the elementary and secondary school age group. Local school districts have primary responsibility for the organization and administration of elementary and secondary schools. The governing boards of local school districts are empowered by statute and responsibility to levy taxes, purchase land, construct buildings, employ personnel, plan curriculum, and generally, to do everything required to provide a quality elementary and secondary education program.

Serving in a supportive role to local school districts in the provision of educational programs and services to the elementary and secondary school age group are the county school systems of the state. The specific functions to be performed by these units were enumerated in Chapter VI. In general, county school systems are empowered to do anything necessary to improve the quality of education of the local school districts comprising the county system. In recent years the primary areas of concern in this supportive role have been in the provision of special education programs and,to a limited extent, consultant services. In addition, as established in Chapter VI, county school systems and particularly combinations of these units, have increasingly been charged with the planning and implementation of numerous federal and state programs.

The State Board of Regents and area community college, area vocational-technical schools also share certain responsibilities for the elementary and secondary school age group. The former has jurisdiction over two state institutions for the visually and auditorily handicapped children of the state. Area community college, area vocational-technical schools are charged with the provision of programs of a vocational-technical nature for students of high school age who might profit by enrolling in an area school for some of their training while still enrolled in high school.

Post High School Age Group

As shown in Figure 13, the state institutions of higher education and area community college, area vocational-technical schools share the major responsibility for the provision of educational programs for the post high school age group.

The state's three institutions of higher education are responsible for undergraduate, graduate, and professional education, continuing or advanced education programs, and some highly technical programs.

The state's area community college, area vocational-technical districts are empowered to provide the first two years of an arts and sciences program, vocational and technical programs, adult training and retraining programs, and programs for individuals who have academic, socio-economic, or other handicaps.

A large number of local school districts have in the past also offered adult or continuing education programs. However, many of these programs are presently being transferred to the newly created area community college, area vocational-technical districts.

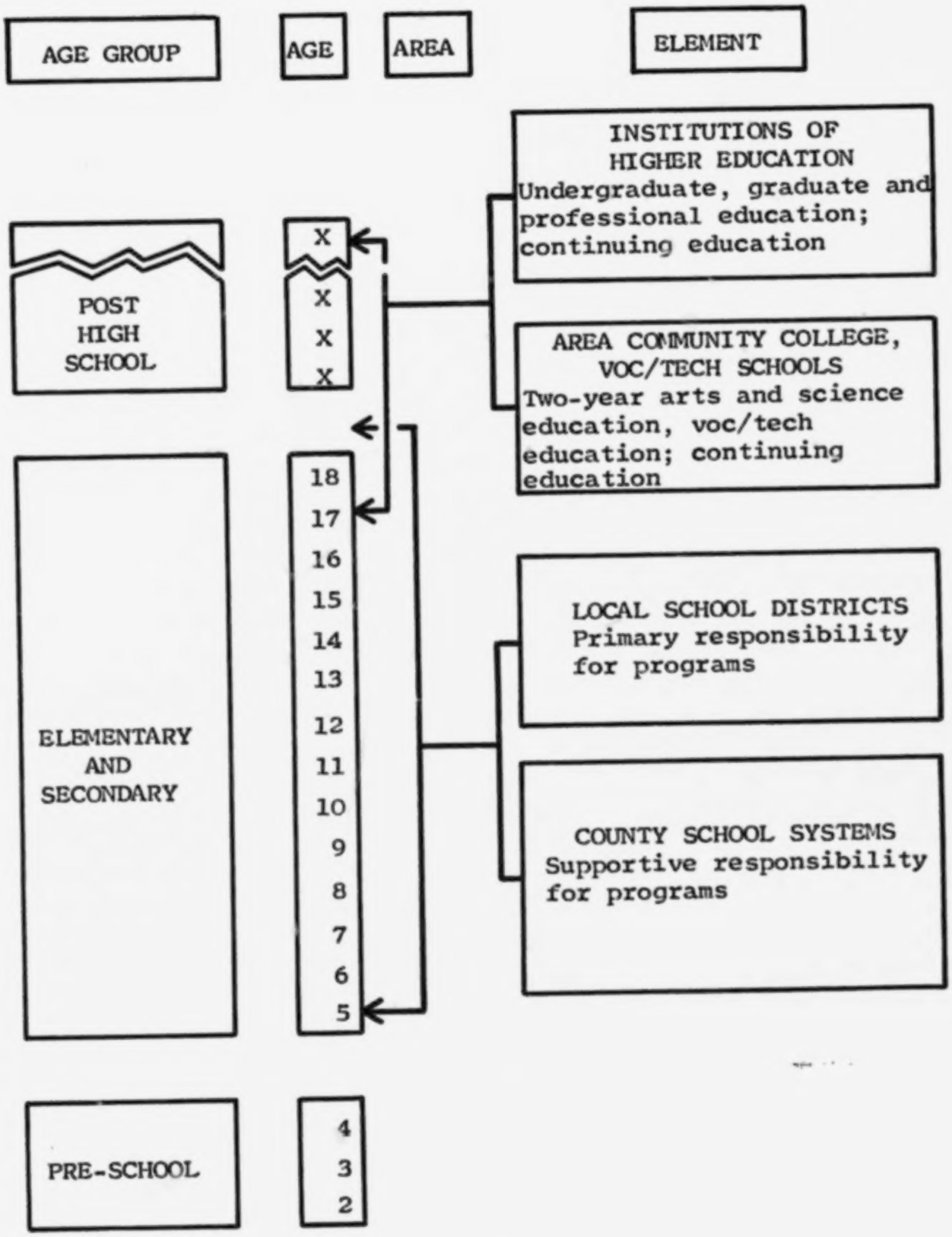
AGE GROUP
AGE
AREA
ELEMENT
INSTITUTIONS OF HIGHER EDUCATION
Undergraduate, graduate and professional education; continuing education
POST HIGH SCHOOL
X
X
X
X
AREA COMMUNITY COLLEGE, VOC/TECH SCHOOLS
Two-year arts and science education, voc/tech education; continuing education
18
17
16
15
14
13
12
11
10
9
8
7
6
5
LOCAL SCHOOL DISTRICTS
Primary responsibility for programs
ELEMENTARY AND SECONDARY
COUNTY SCHOOL SYSTEMS
Supportive responsibility for programs
PRE-SCHOOL
4
3
2

FIGURE 13

THE MAJOR AREA OF RESPONSIBILITIES OF THE
FOUR MAJOR ELEMENTS OF THE STATE SYSTEM
OF PUBLIC EDUCATION IN IOWA
1966-67

III. A PROPOSED RATIONALE FOR THE ALLOCATION OF EDUCATIONAL FUNCTIONS

It is the purpose of this section to propose a rationale for the allocation of educational functions in the state system of education in Iowa.

A statement of rationale should normally proceed in a manner such as that suggested in the following sequential steps:

Step 1: The identification and organization of the elements of the total tasks of public education.

Step 2: The identification of which existing educational unit - - local school district, intermediate unit, area community college, area vocational-technical school, public institutions of higher education, or combination thereof - - is currently serving each task, either unilaterally or in unison with one or more of the other levels of school government. An integral part of this process is the identification of the reasons for the existing allocation (historical or legislative mandate), an assessment of the contribution of each level, and an analysis of future developments in society which have implications for the structure and organization of school governmental units.

Step 3: The determination of the assignment of primary responsibility for each educational task to the various units of school government or to other educative agencies of the state.

Step 4: The determination of the assignment of supportive or secondary responsibility for each educational task to other units of school government.

It is beyond the scope of this report to attempt to identify the total elements of the tasks of public education (Step 1), or to evaluate and assess the performance of each of the existing units of school government (Step 2). The omission of these considerations is also due in part to a philosophical belief that these steps should involve the active participation of the citizens of the state.

Rather, the rationale for the allocation of functions is restricted to the determination of the primary and secondary roles to be performed by various units of school government (Step 3 and Step 4). This is built upon a statement of basic assumptions and recommended basic principles for the organization and administration of the state school system.

Basic Assumptions

Certain basic assumptions were made in the development of the proposed rationale for the allocation of educational functions. Chief among these were the following:

1. That the existing "unofficial" or "unwritten" allocation of functions is an important consideration in any proposed restructuring of educational tasks. While it is true that existing practices may be based on statutory mandate and tradition, these factors need not inhibit imaginative development of a more logical or "natural" allocation.

2. That legislative directives on the allocation of functions were arrived at through the legislative process and may be reassessed, modified, amended, or altered in the same manner.

3. That education is a function of the state and that the General Assembly, with the power over education vested in it by the State Constitution, has the authority to enact laws to provide for the organization and administration of education and determine educational matters for all units of school government. Further, that the General Assembly, in actual practice, will continue to allocate to each local school district control over the educational enterprise served by the local district. This tradition is in keeping with the fundamental belief that control and authority should be kept as close as possible to the people.

4. That efforts to create adequate local school districts will increase in the state in the years ahead and that this movement will give important consideration to the geographic and demographic characteristics of Iowa.

5. That efforts to create adequate multi-county regional educational service agencies will be given legislative support as well as professional encouragement.

6. That area community college, area vocational-technical schools will continue to be essentially institutions offering two-year post high school science and arts programs, vocational-technical training, and continuing education.

7. That the role of the State Department of Public Instruction in the future will be that of a planning agency providing leadership and coordination to public education in the state.

8. That a state system of education is only as effective as the elements in it. Further, that weaknesses in one element weaken the entire system.

9. That the role of the federal government will continue to be one of strengthening existing educational institutions at all levels.

Recommended Basic Principles for the Organization and Administration of the State School System

The following recommended basic principles for the organization and administration of the state school system serve as a basis for the proposed allocation of educational functions.

Principle 1: Education is a function of the state. Responsibility for all aspects of the state system of public education rests, by law, with state education agencies through which related activities of other governmental agencies should be channeled and coordinated.

Principle 2: All component parts of the state system of education share responsibility for education with unique functions to be performed by each.

Principle 3: Many educational tasks are divisible. In the allocation of functions, each component part of the state school system has a unique contribution and role in the performance of the tasks.

Principle 4: The allocation of educational functions must be consistent with discernible trends and developments in the public and private sectors of society.

Principle 5: The allocation of educational functions must be structured in such a way that continuous evaluation and assessment are built-in processes and that "reasonable" flexibility is attainable.

Principle 6: The unit of school government closest to the student should perform the educational functions required by the student.

Principle 7: The allocation of educational functions must give important consideration to economic factors, including the efficient and effective use of human, financial, and material resources.

Principle 8: The needs and abilities of the local school district, as the primary unit for the provision of elementary and secondary educational programs, should determine the role and function of other units of school government serving this age group.

Principle 9: The allocation of functions must be based on the consideration of the resulting benefits to the student.

Principle 10: The allocation of functions must give important consideration to the provision of "reasonable" uniformity of educational opportunities for all citizens of the state. This implies that "reasonable" flexibility be permitted in the allocation of functions to various units of school government and that no standardized blueprint be developed in all program areas for all geographical regions of the state.

IV. THE PROPOSED ALLOCATION OF FUNCTIONS

The proposed allocation of functions for the four major component parts of the state school system which shown in Figure 14 incorporates the basic assumptions and recommended basic principles stated previously.

As can be seen through a comparison of Figure 13 and Figure 14, few changes in the overall structure of the state school system are proposed.

Two state educational agencies, the State Board of Public Instruction and the State Board of Regents, maintain responsibility for public education in the state.

The State Board of Public Instruction holds primary responsibility for the operation of local school districts, multi-county regional educational service agencies, and area community college, area vocational-technical schools. Local school districts are charged with the primary responsibility for the provision of programs for the elementary and secondary school age group. In fulfilling this responsibility increasing attention must be directed toward programs for the pre-school age groups, particularly those for exceptional children. Multi-county regional educational service agencies are to serve in a supportive and consultative role to local school districts in the provision of programs and services. Also, they may operate directly some specialized programs. The function of area community college, area vocational-technical districts will continue to be the provision of post high school, two-year arts and science educational programs, vocational-technical education for the post high school age groups and selected high school students, and continuing education programs.

The State Board of Regents will continue to hold primary authority for the public institutions of higher education. It will also share some responsibility with the State Board of Public Instruction for the area community college, area vocational-technical schools. The state institutions of higher education will continue to emphasize undergraduate, graduate and professional education, and continuing education for the post high school age group.

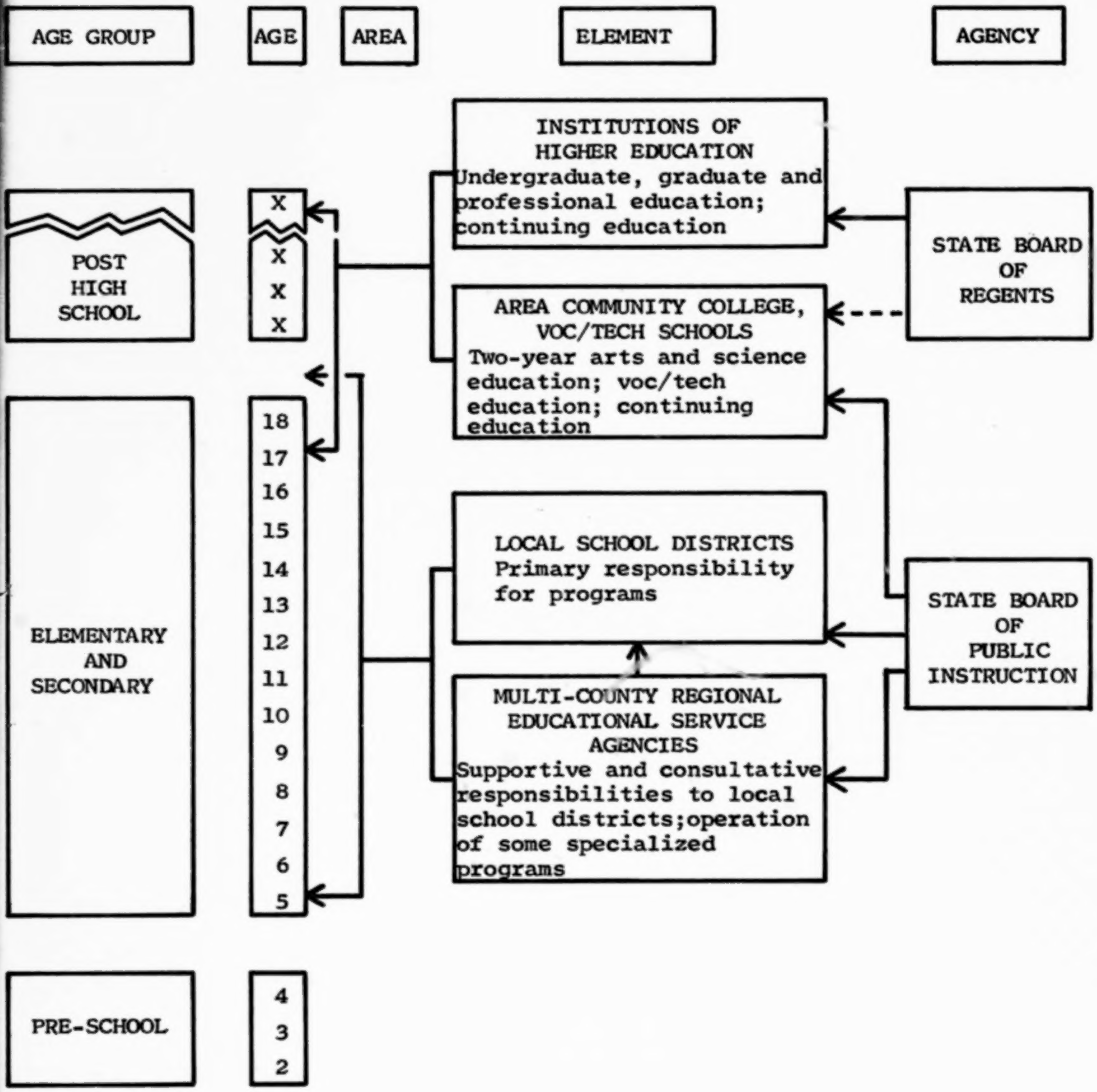
AGE GROUP
AGE
AREA
ELEMENT
AGENCY
INSTITUTIONS OF HIGHER EDUCATION
Undergraduate, graduate and professional education; continuing education
AREA COMMUNITY COLLEGE, VOC/TECH SCHOOLS
Two-year arts and science education; voc/tech education; continuing education
LOCAL SCHOOL DISTRICTS
Primary responsibility for programs
MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES
Supportive and consultative responsibilities to local school districts;operation of some specialized programs
STATE BOARD OF REGENTS
STATE BOARD OF PUBLIC INSTRUCTION
POST HIGH SCHOOL
X
X
X
X
ELEMENTARY AND SECONDARY
18
17
16
15
14
13
12
11
10
9
8
7
6
5
PRE-SCHOOL
4
3
2

FIGURE 14

THE PROPOSED ALLOCATION OF
EDUCATIONAL FUNCTIONS IN IOWA

V. THE PROPOSED ROLE AND FUNCTION OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES

The proposed role and function of multi-county regional educational service agencies are difficult to classify into discreet categories. For purposes of identifying the recommended major areas of concern of these units, the diverse program and services envisioned for these units are classified into three major categories; articulative functions, coordinative functions, and supplemental service functions.[1]

A brief description of each category and illustrative example of the wide range of possible programs and services within each category follows.

Articulative Functions

The multi-county regional educational service agency should perform a number of regulatory and ministerial functions for the state education agency. In this sense it localizes state school system operations and at the same time represents and interprets local educational needs at the state level. By performing these liaison functions, the regional educational service agency serves a vital role in the vertical and horizontal development and implementation of statewide educational planning, and the administration of the state school system.

Illustrative examples of articulative functions are:

1. Assisting local school districts in complying with state laws and administrative regulations.
2. Compiling attendance, financial, personnel and other statistical records.
3. Assisting with supervision of school transportation and school lunch programs.
4. Assisting with teacher certification.
5. Assisting with school district reorganization.
6. Acting as an appeal agency.

---

[1] As indicated elsewhere in this report, a large number of taxonomys are currently in use in classifying programs and services of intermediate units. The system used in this chapter was perfected by Alvin E. Rhodes in his excellent monograph: "Better Education Through Effective Intermediate Units," Department of Rural Education, National Education Association, Washington, D.C., 1963.

Coordinative Functions

The multi-county regional educational service agency in its coordinative role should provide one of its major contributions to its constituent local school districts and to the state system of education. By coordinating the work of local school districts, it serves a vital leadership role in the improvement of education. This will usually be done by assisting local school districts in working together to solve their common problems and needs.

In addition, these coordinative functions help protect the local control and the independence of local school districts in that coordinative functions are provided among and for school districts than the regional educational service agency assuming primary responsibility for them.

Illustrative examples of coordinative functions are:

1. Providing administrative consultant services.
2. Providing business management consultant services.
3. Providing cooperative purchasing services.
4. Providing federal program consultant services.
5. Providing assistance in the development of curricula.
6. Providing assistance in the development of courses of study.
7. Providing assistance in in-service programs for instructional personnel.
8. Providing assistance in in-service programs for non-instructional personnel.
9. Providing assistance in in-service programs for administrators.
10. Providing assistance in in-service programs for boards of education.

Supplementary Service Functions

The multi-county regional educational service agency, in its supplemental service role, complements the role of local school districts by providing direct educational services to them that they are unable to provide efficiently, effectively, or economically by themselves. Generally, these direct services are the type that local school districts would provide but are unable to do so because of limited student population, financial resources, personnel, or other factors.

The provision of these direct services also protects local control, and of great importance, helps to equalize and extend quality educational opportunities to all children, regardless of birthright or place of residency. It does not necessarily follow that the provision of these direct services to smaller, marginal school districts will perpetuate such districts and serve as an obstacle to the creation of administrative units of adequate size in the state. Rather, there is sufficient empirical support that a strong regional educational service agency will promote, not retard, local school district reorganization, particularly when other complementary legal incentives for school district reorganization exist.

Illustrative examples of supplementary service functions are:

1. Providing instructional materials centers.
2. Providing curricular consultant services.
3. Providing special classes for handicapped children.
4. Providing speech and hearing therapist services.
5. Providing psychological services.
6. Providing diagnostic and remediation centers.
7. Providing guidance and counseling services.
8. Providing data processing centers.
9. Providing research services.
10. Providing outdoor education programs.
11. Providing program analysis and evaluation services.
12. Providing local school district surveys.
13. Providing educational television and closed-circuit television services.
14. Providing legal counsel.
15. Providing school medical and nursing services.

Philosophical Guidelines

A number of philosophical guidelines under which services and programs of multi-county regional educational service agencies should be developed are offered with the hope that they will provide guidance to educational decision-makers as they determine the specific program mix for each unit. The guidelines which follow are to be viewed as universal in nature. Clearly there is a need for the adoption of more specific guidelines appropriate for each region of the state.

1. Regional educational service agencies should provide direct educational services for any local school district unable to provide these services efficiently, effectively, and economically.

2. All service programs should be developed to meet the needs of the area served, based on detailed study and analysis.

3. Each regional educational service agency should develop its own pattern of programs and services reflecting the needs of its constituent local school districts and community. Efforts should be made to guard against a fixed pattern or scope of services which all regional agencies in the state shall provide.

4. The services of the regional educational service agencies should be highly specialized, coordinated with other educational agencies, and never duplicating other operations in the state school system. The rationale underlying the allocation of functions among legal and quasi-legal educational agencies should be determined according to the criterion of which agency or level of school government can best perform each service.

5. The services of regional educational service agencies should be physically and operationally accessible to constituent local school districts and to the community served.

6. The program and services of regional educational service agencies should be reviewed and evaluated on a periodic, systematic basis to determine changing needs and the effectiveness of current programs. Constituent local school districts should play a major role in these processes.

VI. THE PLACE OF THE MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY IN THE STATE SYSTEM OF PUBLIC EDUCATION

The proposed role of the multi-county regional educational service agency in the state system of public education is shown in Figure 15. The chart clearly shows the formal, legal relationships that currently exist among and between all component parts of the state system of public education. The State Board of Public Instruction is shown to have legal responsibility over the administration and organization of local school districts, regional educational service agencies, and jointly with the State Board of Regents, the area community college, area vocational-technical districts.

The chart illustrates the legal relationship that exists between the regional educational service agency and local school districts, largely in the form of ministerial responsibilities and liaison functions, and with the State Department of Public Instruction, largely in the form of ministerial coordination and liaison functions.

The chart also depicts the cooperative relationships that should exist among and between all component parts of the state system of public education. For example, the large number of services provided by regional educational service agencies are illustrated as cooperative relationships even though they may be viewed as, or in fact, be, voluntary and legal in nature, perhaps through a contractual agreement.

In addition, the chart illustrates the desired cooperative relationship that should exist between the multi-county regional educational service

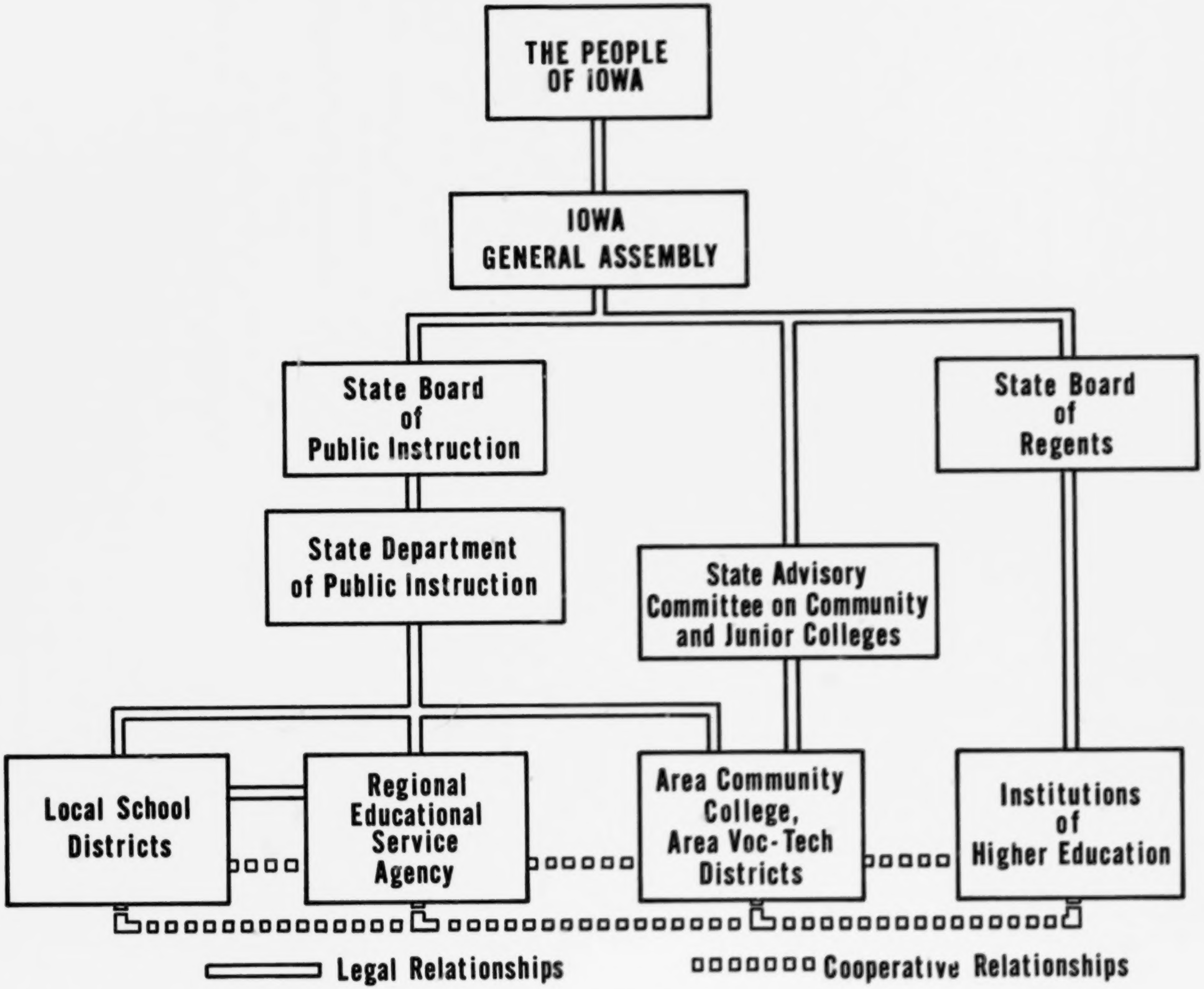
THE PEOPLE OF IOWA
IOWA GENERAL ASSEMBLY
State Board of Public Instruction
State Board of Regents
State Department of Public Instruction
State Advisory Committee on Community and Junior Colleges
Local School Districts
Regional Educational Service Agency
Area Community College, Area Voc-Tech Districts
Institutions of Higher Education
Legal Relationships
Cooperative Relationships

FIGURE 15

THE PLACE OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE SYSTEM OF PUBLIC EDUCATION agencies and area community college, area vocational-technical districts. Clearly there is a need for cooperative action on certain program objectives of the two units. This coordination on a regional basis can be expedited on a statewide basis in that both units are under the immediate jurisdiction of the State Board of Public Instruction.

Also illustrated in the organization chart of the state system of public education is the desired coordination and cooperative activity of all units of school government. The machinery to bring about joint planning by all levels of education in Iowa - - local, regional, and state - - is presently available, as is the legal framework under which the implementation of joint planning can be realized.

VII. THE ATTITUDES OF SELECTED EDUCATORS IN IOWA ON THE ALLOCATION OF EDUCATIONAL FUNCTIONS

In an effort to ascertain the perception of Iowa educators, a survey instrument was utilized concerning the allocation of educational functions between five levels of educational institutions: (1) the local school district, (2) the intermediate regional educational service agency, (3) the State Department of Public Instruction, (4) the four-year college or university, and (5) the community college or vocational-technical school.

The survey instrument identified 83 selected educational tasks, programs and/or services of local school districts, classified into the following five categories: (1) administrative, (2) curricular and instructional, (3) staff and student personnel, (4) special education, and (5) research and development.

In completing the instrument, respondents were asked to indicate the following: (1) which educational unit should have major responsibility for the performance of the task, program and/or service, (2) the reason or reasons for the choice, (3) what other educational unit or units might serve in a major supportive and/or consultative role, and (4) the reason or reasons for this choice. Provisions were made for the identification of other agencies or reasons than those stated in the survey instrument. In completing the instrument, respondents were asked not to be "... governed by existing practice, tradition, or legal considerations. The purpose of this survey is to secure your recommendations concerning the 'ideal' allocation of educational functions."

The sample included twenty-one staff members of the State Department of Public Instruction holding the title of associate superintendent or above and directors of several key divisions; the seven county school superintendents from Benton, Cedar, Iowa, Johnson, Jones, Linn, and Washington Counties, those to be included in the model multi-county regional educational service agency to be discussed in Section Three of this report; and the 41 superintendents of the local school districts comprising the above county school systems.

Returns were received from 30 of the 41 local school district superintendents, or 73 per cent; five of the seven county superintendents, or 71 per cent; and eleven of the twenty-one State Department of Public Instruction personnel, or 52 per cent. Forty-six of the 69 educators included in the sample responded, resulting in a 67 per cent total return.

A copy of the survey instrument can be found in Appendix C, Part II. Appendix G contains the results of the survey showing the per cent of responses for each of the three groups of Iowa educators for each of the educational tasks, programs and/or services in each of the five categories.

In Table 65 through Table 69 the composite perceptions of the 46 educators responding are shown. The composite is obviously influenced by the greater number of local school district superintendents in the sample. This appears to be justifiable in that the allocation of functions of education tasks should be based on the needs of the local school districts who hold primary responsibility for the provision of elementary and secondary educational programs. The educational tasks, programs and/or services of local school systems which the educators deemed to be the major responsibility of the intermediate regional educational service agency; the major reason or reasons selected; and those tasks, programs and/or services in which it was deemed that the intermediate regional service agency should serve in a major supportive or consultative role; and the reason or reasons for this choice are discussed.

Administrative Tasks, Programs and/or Services. The regional educational service agency was viewed to have major responsibility for the performance of the following three administrative tasks identified in the survey instrument:

1. Legal services
2. District reorganization (perceived equally with local school districts)
3. Data processing services

The reasons cited for the choice were "awareness of need," "possibility of securing qualified personnel," and in the case of data processing services, "financial resources required."

TABLE 65

The Allocation of Educational Functions

A. Administrative Tasks, Programs and/or Services of Local School Systems

Composite

N = 46

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Feasibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Feasibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
1. Lunch program	96	2				2	63	48	20	13	9	2	24	4	28	57		4		15	48	4	22	15	2
2. Transportation program	91	7				2	57	54	17	11	11	2	13	9	33	52		2		13	46	4	24	22	
3. Legal services	37	41	17			2	15	33		54	13		7	15	20	48			4	11	28	2	39	20	
4. District reorganization	33	33	28			2	22	59	13	13	4	2	2	20	33	50	9		2	11	70	7	26	2	
5. Site selection	96					2	63	54	7	4	9		15	2	41	37	17	4	4	17	37	4	39	7	2
6. Building construction programs	96	2				2	54	59	4	7	17		7	4	41	54	24	4	2	11	33	2	52	9	2
7. Financial, budgeting, and accounting	91	4	2			2	61	48	4	9	13		11	2	41	52	7	2	2	9	35		41	11	
8. Public relations	94	2	2			2	35	67		9			11	2	54	30	7	9	4	17	41		35	7	
9. Data processing services	7	61	17	4	11		2	7	33	48	46		9	11	15	46	13	15	2		15	11	37	30	4
10. Participation in federal programs	65	20	13				39	50	11	13	11	2	4	15	37	54	9	11		9	35	11	41	17	
11. Developing of policies	83	4	9				50	52	2	9	2		7	9	37	39	13	7		9	48		28	2	
12. Auditing of accounts	39	20	34			4	24	20	2	44	7	4	9	9	30	30	7		7	13	22	2	39	4	2
13. School census	87	11					44	41	7	4	4	4	30	7	33	17			2	11	35	4	11	7	4

TABLE 65 (Continued)

The Allocation of Educational Functions

A. Administrative Tasks, Programs and/or Services of Local School Systems (continued)

Composite

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1 Local School District	2 Intermediate Regional Educat'l Service Agency	3 Department of Public Instruction	4 Four-year College or University	5 Community College or Vo-Tech School	6 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Possibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)	1 None	2 Local School District	3 Intermediate Regional Educat'l Service Agency	4 Department of Public Instruction	5 Four-year College or University	6 Community College or Vo-Tech School	7 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Possibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)
14. Inventorying property and equipment...	98	2					61	39	2	4		2	28	4	39	24				13	30		22	13	2
15. Purchasing equipment..................	85	11	2				46	50	11	2	9	2	24	9	44	11				17	24	4	15	20	4
16. Purchasing supplies...................	83	13	2				44	48	11	2	4	4	26	7	44	9				15	24	4	13	17	7

TABLE 66

The Allocation of Educational Functions

B. Curricular and Instructional Tasks, Programs and/or Services of Local School Systems

Composite

N = 46

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
1. Library services	74	24					24	63	15	17	15	2	4	13	52	30	9	4		7	28	17	48	22	
2. Instructional materials center	59	35					24	50	17	22	26	2	11	20	41	20	11	9	2	7	30	15	37	20	
3. Audio-visual	65	33					24	44	17	11	22		9	20	44	22	11	7	2	9	24	15	48	24	2
4. Elementary curriculum consultation	20	63	9	4		2	9	22	22	50	22		4	17	13	46	17	7		9	28	9	59	4	2
5. Secondary curriculum consultation	20	59	11	4		2	9	24	22	50	22		4	17	15	44	17	9		9	30	9	57	4	2
6. Curriculum development	59	28	9	2			30	44	7	24	11		2	13	33	37	24	9		7	30	7	59	9	4
7. Developing courses of study	63	15	17	2			35	48	2	17	9		7	9	35	30	22	9		4	28	2	57	13	2
8. Educational TV	4	61	26	4	2		2	20	28	37	52		13	13	15	46	24	11		2	30	13	39	37	2
9. General adult education	30	24	7	2	33		22	24	30	33	26	4	11	20	17	24	17	20		11	35	7	39	17	4
10. Secondary vocational-technical education	48	20	4	2	24		24	37	26	17	28		7	17	17	30	9	35		4	39	17	39	39	2
11. Post high school vocational-technical education	7	24	2		65		4	26	35	41	52		11	22	17	30	15	11		7	30	20	37	30	2
12. Developing computer assisted instructional materials	4	48	11	4	28		4	15	22	52	48		9	17	9	30	24	24		2	28	7	50	37	

TABLE 66 (Continued)

The Allocation of Educational Functions

B. Curricular and Instructional Tasks, Programs and/or Services of Local School Systems

Composite

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Feasibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Feasibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
13. Developing programmed instructional....	11	46	11	13	13		9	17	20	50	39	2	4	17	17	33	20	20		4	30	4	54	37	2
14. Outdoor education....................	54	41		2	2		26	44	28	26	20		9	22	33	20	9	11		11	37	17	30	20	
15. Remedial instruction programs..........	83	18					91	61	13	11	9		15	2	50	26	13	2		2	24	24	44	24	
16. Developing approval standards.........	9	9	80	2			7	44	4	54	15	7	15	17	44	11	24	4		7	44	4	39	9	4
17. Administering approval standards.......	15	20	65				11	26	7	59	15	9	9	15	39	26	7	4	2	11	33	4	37	2	4
18. Evaluating teachers..................	96	2					59	46		4		2	22	7	39	17	13			13	26	2	46	4	2

TABLE 67

The Allocation of Educational Functions

C. Staff and Student Personnel Tasks, Programs and/or Services of Local School Systems

Composite

N = 46

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1 Local School District	2 Intermediate Regional Educat'l Service Agency	3 Department of Public Instruction	4 Four-year College or University	5 Community College or Vo-Tech School	6 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Possibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)	1 None	2 Local School District	3 Intermediate Regional Educat'l Service Agency	4 Department of Public Instruction	5 Four-year College or University	6 Community College or Vo-Tech School	7 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Possibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)
1. Professional library	74	24				2	33	59	4	4	13	2	7	11	50	17	15	7		2	44	4	15	33	
2. Teaching placement service	9	20	11	54		4		33	9	48	20	4	20	11	17	13	17	2	4	2	33	4	22	9	4
3. Staff recruitment service	76	7	4	9		2	44	57	2	13		2	22	4	30	15	24			9	28	7	33	7	2
4. Substitute teacher pool	59	37				2	33	39	9	28	4	2	26	24	24	4	7		2	11	41	4	17	2	4
5. Professional certification standards	2	7	91					50	2	44	17	7	17	11	28	7	39	4		2	48	4	24	2	2
6. Administering professional certification	2	17	78	2			2	39	2	50	13	11	13	7	30	11	22			2	30	4	28	11	2
7. Developing salary schedules	96	4					65	41		65	9	4	26	11	39	11	7		2	15	37		28	9	2
8. Student counseling	96					2	35	65	7	4	2	2	22		57	15	7	9		9	28	9	44	9	
9. Developing testing program	54	28	7	7			20	52	9	22	13	2	9	17	41	24	15	7		15	35	20	39	13	
10. Test scoring and analysis	28	48	2	20			11	33	13	33	22	2	11	20	24	17	22	11		11	24	15	41	15	
11. Social work	28	63				4	15	35	24	35	22	2	13	28	17	26	4	2	2	13	26	20	30	9	2
12. Grade and attendance reporting	83	13		2			52	33	7	7	9		28	15	35	11	2	2		22	17	13	13	4	7
13. Student attendance supervision	96	2					61	44	11	2	2		39	4	33	7			2	7	17	7	20	4	7
14. In-service for teachers	48	41	2	2	2		30	39	7	33	17		11	22	30	33	15		7	9	33	7	37	17	

TABLE 67 (Continued)

The Allocation of Educational Functions

C. Staff and Student Personnel Tasks, Programs and/or Services of Local School Systems (continued)

Composite

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1 Local School District	2 Intermediate Regional Educat'l Service Agency	3 Department of Public Instruction	4 Four-year College or University	5 Community College or Vo-Tech School	6 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Feasibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)	1 None	2 Local School District	3 Intermediate Regional Educat'l Service Agency	4 Department of Public Instruction	5 Four-year College or University	6 Community College or Vo-Tech School	7 Other (Specify)	1 Local Control and Determination	2 Awareness of Need	3 Number of Students Required	4 Feasibility of Securing Qualified Personnel	5 Financial Resources Required	6 Other (Specify)
15. In-service for specialists, supervisors consultants	15	48	22	13			7	30	7	50	33		11	20	20	41	22	9		2	20	11	54	17	
16. In-service for administrators	2	35	35	26				41	4	52	24	2	7	7	28	44	24	7			33	7	48	22	
17. In-service for board members	13	44	22	9		4	7	39	7	48	17	4	13	28	22	28	15	4	2	7	37	2	37	7	4
18. In-service for transportation personnel	17	44	30	7			11	39	7	50	22	2	13	20	20	39	15	7	2	9	37	4	46	11	4
19. In-service for food service personnel	15	46	30	7			11	39	11	52	20	2	13	20	15	39	15	7	2	9	35	7	48	11	4
20. In-service for maintenance and custodial personnel	17	44	26	9	2		13	37	13	44	22	4	9	22	20	35	20	9	2	9	39	7	50	11	2
21. In-service for secretarial and clerical personnel	46	35	9	2	4	4	28	37	9	41	15	4	11	22	26	15	7	11		4	39		39	7	4
22. In-service for para-professional personnel	35	44	7	4	4	2	22	39	11	37	15	7	11	24	17	24	9	11		4	37	2	33	11	2
23. Student drop-out studies	37	35	22	2	2		13	48	22	35	17	2	11	28	28	23	13			4	33	20	30	17	4
24. Graduate follow-up studies	41	30	17	11			20	48	22	24	17	4	9	26	28	26	13			2	28	17	33	17	4

TABLE 68

The Allocation of Educational Functions

D. Special Education Tasks, Programs and/or Services of Local School Systems

Composite

N = 46

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educ'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educ'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
1. Programs for gifted children	50	46	2	2			26	41	33	22	22		11	22	35	28	11	4	2	11	24	13	30	26	4
2. Programs for educable mentally retarded children	37	59	2	2			22	39	35	24	26		9	30	28	35	9	2	2	11	24	20	33	28	4
3. Programs for trainable mentally retarded children	22	73	2	2			9	33	47	33	29		9	36	18	38	2		2	13	29	18	24	24	4
4. Programs for emotionally disturbed children	24	69	4	2			9	29	44	36	31		9	33	16	40	4		2	13	27	20	29	24	4
5. Homebound instruction	51	44	2	2			13	47	31	24	22		13	24	31	36	2	2		11	24	24	29	29	2
6. Hospital instruction	28	61	4		4	2	9	35	35	28	28	2	9	28	26	35	7	2		9	26	24	28	28	2
7. Programs for partially sighted children	24	61	11		2	2	9	30	44	30	33	2	9	28	17	44	9	4		7	24	20	30	35	2
8. Programs for hard-of-hearing children	17	65	11			2	9	28	44	39	28	2	11	30	17	35	9	2		9	26	13	33	22	
9. Programs for physically handicapped children	20	63	11			2	9	28	46	41	28	2	9	30	22	35	9	2		9	28	13	33	22	
10. Psychological services	20	74				2	9	26	48	46	20	2	9	28	15	41	9	2		11	20	17	33	22	
11. Psychiatric services	17	70	2	2		4	11	22	46	46	22	2	9	26	15	35	15	2	2	7	22	17	39	22	
12. Speech therapy	26	67				2	9	28	44	44	17	2	9	28	20	37	11			11	20	17	35	24	

TABLE 68 (Continued)

The Allocation of Educational Functions

D. Special Education Tasks, Programs and/or Services of Local School Systems (continued)

Composite

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
12. Speech therapy........................		80						20	40	40	40			60						20	40				
13. Programs for pre-school age children....	40	40					40	20	20	20	40		20	40							40				
14. Vocational rehabilitation programs......		40			40		20	20	20	40	40			20	20		20				20		20	20	
15. Work-study programs..................	20	60						40	40	40	20			20	20	20					20		40		

TABLE 69

The Allocation of Educational Functions

E. Research and Development Tasks, Programs and/or Services of Local School Systems

Composite

N = 46

	Educational Unit Which Should Have Major Responsibility for Performance (Select one)						Reason(s) for Choice						Other Educational Unit(s) Which Might Serve in a Major Supportive and/or Consultative Role							Reason(s) for Choice					
	1	2	3	4	5	6	1	2	3	4	5	6	1	2	3	4	5	6	7	1	2	3	4	5	6
	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)	None	Local School District	Intermediate Regional Educat'l Service Agency	Department of Public Instruction	Four-year College or University	Community College or Vo-Tech School	Other (Specify)	Local Control and Determination	Awareness of Need	Number of Students Required	Possibility of Securing Qualified Personnel	Financial Resources Required	Other (Specify)
1. Curriculum research projects	13	37	22	26	2			33	11	67	33		7	26	24	41	33	2		2	26	2	63	24	2
2. Instructional research projects	15	35	17	30	2		2	30	11	63	35		7	26	26	41	33	2		2	26	2	61	26	2
3. Administrative research projects	4	35	20	39	2			26	9	72	37		7	24	24	41	28			2	26	2	61	24	2
4. Student personnel research projects	17	39	15	26	2		7	37	9	59	30		7	20	26	39	35				26	2	61	26	
5. Staff personnel research projects	20	35	15	28	2		4	37	9	57	30		7	24	28	35	30	2		2	26	2	61	26	2
6. Physical facilities research projects	17	33	15	30	2		4	35	9	59	28		2	20	37	37	30				28	4	63	24	
7. Business management research projects	9	33	17	37	2		2	26	9	65	33		4	26	35	35	24	2			33	4	57	20	
8. Evaluation of programs and services	24	26	30	15			9	33	9	57	26		2	20	37	28	30			2	35	7	59	22	
9. Community services	67	20	4	7			33	57	9	20	11		9	15	48	17	15	11		4	37	11	39	24	
10. Enrollment projections	44	35	9	13			30	37	11	37	22		15	20	26	28	26	4		4	35	9	48	20	2

The regional educational service agency was felt to have a major supportive and/or consultative role in the following administrative tasks:

1. Site selection
2. Public relations
3. Development of policies (perceived as following closely the State Department of Public Instruction)
4. Auditing of accounts (perceived equally with the State Department of Public Instruction)
5. School census
6. Inventorying property and equipment
7. Purchasing equipment
8. Purchasing supplies

The reason most commonly cited for this choice was "awareness of need." Concerning site selection and auditing of accounts, the "possibility of securing qualified personnel" was foremost.

Curricular and Instructional Tasks, Programs and Services. The major responsibility was allocated to the regional educational service agency for the following curricular and instructional functions:

1. Elementary curriculum consultation
2. Secondary curriculum consultation
3. Educational television
4. Developing computer assisted instructional materials
5. Developing programmed instructional materials

The major reason cited for this choice was "the possibility of securing qualified personnel," although in the case of educational television "financial resources required" ranked highest. Concerning the development of computerized instructional materials, the latter reason was also frequently mentioned.

A major supportive and/or consultative role for the regional agency was cited in the following:

1. Library services
2. Instructional materials center
3. Audio-visual
4. Curriculum development (perceived as closely following the State Department of Public Instruction)
5. Developing courses of study (perceived as closely following the State Department of Public Instruction)
6. Outdoor education
7. Remedial instruction programs

8. Developing approval standards
9. Administering approval standards
10. Evaluating teachers

The foremost reason for most of the choices was "possibility of securing qualified personnel." "Awareness of need" was the major choice for outdoor education and development of approval standards.

Staff and Student Personnel Tasks, Programs and/or Services. The regional educational service agency was perceived to have the major responsibility for the performance of the following staff and student personnel tasks, programs and/or services:

1. Test scoring and analysis
2. Social work
3. In-service for teachers (perceived as closely following the local school district)
4. In-service for specialists, supervisors, and consultants
5. In-service for administrators (perceived equally with the State Department of Public Instruction)
6. In-service for board members
7. In-service for transportation personnel
8. In-service for food service personnel
9. In-service for maintenance and custodial personnel
10. In-service for para-professional personnel
11. Student dropout studies

The two major reasons indicated for this choice were "possibility of securing qualified personnel" and "awareness of need."

In addition to its major responsibility for certain staff and student personnel programs and services, the regional educational service agency was perceived to have a major supportive and/or consultative role in the following:

1. Professional library
2. Teacher placement service (perceived equally with the four-year college or university)
3. Staff recruitment service
4. Substitute teacher pool (perceived equally with the local school district
5. Administering professional certification
6. Developing salary schedules
7. Student counseling
8. Developing testing programs

9. Test scoring and analysis (perceived as closely following the four-year college or university)
10. Grade and attendance reporting
11. In-service for teachers (perceived as following closely the State Department of Public Instruction)
12. In-service for secretarial and clerical personnel
13. Student dropout studies (perceived equally with the local school district and the State Department of Public Instruction)
14. Graduate follow-up studies (perceived as followed closely by the local school district and the State Department of Public Instruction which were ranked equally)

The two main reasons cited for this choice were "awareness of need" and "possibility of securing qualified personnel." For grade and attendance reporting, the main reason cited was "local control and determination."

Special Education Tasks, Programs and/or Services. In the area of special education, major responsibility for performance was perceived for the regional educational service agency for the following tasks, programs and/or services:

1. Programs for gifted children (perceived as following closely the local school district)
2. Programs for educable mentally retarded children
3. Programs for trainable mentally retarded children
4. Programs for emotionally disturbed children
5. Hospital instruction
6. Programs for partially sighted children
7. Programs for hard of hearing children
8. Programs for physically handicapped children
9. Psychological services
10. Psychiatric services
11. Speech therapy
12. Vocational rehabilitation programs

The most commonly cited reason for this choice was the "number of students required," although the "possibility of securing qualified personnel" and "awareness of need" were also frequently mentioned.

In special education, a major supportive and/or consultative role was assigned the regional unit for the following four functions:

1. Programs for gifted children
2. Homebound instruction (perceived as closely following the State Department of Public Instruction)

3. Programs for pre-school age children
4. Work-study programs

For the first two of the above, the "possibility of securing qualified personnel" and "financial resources required" were the most common reasons cited. For the third program "awareness of need" was cited, and for the last program, the reasons were "possibility of securing qualified personnel" followed by "awareness of need."

Research and Development Tasks, Programs and/or Services. Concerning research and development activities, the regional agency was given major responsibility for the following:

1. Curriculum research projects
2. Instructional research projects
3. Administrative research projects (perceived as following closely the four-year college or university)
4. Student personnel research projects
5. Staff personnel research projects
6. Physical facilities research projects (perceived as closely following the four-year college or university)
7. Business management research projects (perceived as closely following the four-year college or university)
8. Evaluation of programs and services (perceived as closely following the State Department of Public Instruction and closely followed by the local school district)

The major reason cited for this choice was the "possibility of securing qualified personnel."

The regional agency was assigned a major supportive and/or consultative role for the following research and development functions:

1. Physical facilities research projects (perceived equally with the State Department of Public Instruction)
2. Business management research projects (perceived equally with the State Department of Public Instruction)
3. Evaluation of programs and services
4. Community services

The main reason cited for this choice was the "possibility of securing qualified personnel."

CHAPTER X

THE GOVERNANCE AND FINANCING OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA

I. INTRODUCTION

The proposed criteria for the establishment of a network of multi-county regional educational service agencies in Iowa were discussed in Chapter VIII. The proposed role and function of these units was the topic of Chapter IX. If the middle echelon agency in the state system of education is to fulfill its role and meet the urgent service needs of local school districts, provisions must be made for desirable features in the governance of these units and for definite and reliable financial resources.

It is the purpose of this chapter to propose criteria concerning these two basic matters. In the discussion of governance of these agencies the following aspects are considered: (1) the desirable characteristics of governance as presented in the literature are summarized; (2) major alternatives of the governance of these units in Iowa are described, with emphasis on the results of a survey of selected state educators concerning methods of governance; and (3) the criteria proposed in this study are presented and discussed.

In the section regarding the financing of these units, desirable characteristics of the financing of service units, as established in an examination of the literature, are recalled, and criteria concerning the financial support are proposed.

II. THE GOVERNANCE OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES

Desirable Characteristics of Governance

The need for a popularly elected lay governing board receives consensus in the literature. This board is generally conceived as a policy-making board having full responsibility for the administration and operation of the service agency. In this regard, the board should have the services of a highly trained professional administrator who serves as the executive officer of the board.

Other themes frequently expressed are that the governing board should be large enough to represent the diverse elements of the service agency and that the term of office of board members be of such length that members have the opportunity to become most effective in their capacities and that continuity be insured.

Another frequently cited characteristic is provision for the use of advisory committees composed of professional personnel from constituent districts.

Major Alternatives for Iowa

Two major alternative methods for the governance of multi-county regional educational service agencies exist for decision-makers in Iowa. These are placing the units under the jurisdiction of the governing boards of the newly created area community college, area vocational-technical districts, or utilizing the existing legislation which calls for the creating of an independent governing body.

Discussion of these alternatives is centered around the results of a survey instrument designed to secure the opinions of a number of Iowans felt to be most interested, concerned, or informed about these alternative methods of governance. The survey was submitted in February, 1967, to the following groups:

	Group	Number Surveyed	Number Returned	Per Cent Returned
I.	Superintendents of County School Systems	69	51	74%
II.	Presidents of County Boards of Education	98	35	36
III.	Superintendents of Area Community College, Area Vocational-Technical Districts	14	5	36
IV.	Presidents of Boards of Directors of Area Community College, Area Vocational Technical Districts	14	5	36
V.	Other Selected Educators[1]	37	23	62
		232	119	51%

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[1] Included in this group were: five staff members of the State Department of Public Instruction; five faculty members of the state's four graduate schools; members of the Intermediate Unit Study State Advisory Committee; and deans and faculty members of area community college, area vocational-technical schools.

The questionnaire, a copy of which can be found in Appendix B, requested that the respondents indicate the advantages and disadvantages of the following alternatives:

1. Create One Board to Govern the Merged County Regional Education Agency and the Area Community College, Area Vocational-Technical Districts.

2. Create a Separate Board to Govern the Merged-County Regional Educational Service Agency.

A number of possible limitations of the survey are recognized. The first relates to a number of assumptions listed in the questionnaire. For purposes of completing the questionnaire, the respondents were asked to assume that the following basic assumptions were correct:

1. That merged county or intermediate/regional educational service agencies will be created in Iowa in the near future, either through existing permissive legislation, or by legislative mandate.

2. That for the majority of the state such units will be coterminous with the existing or proposed sixteen area community college, area vocational-technical districts.

3. That the programs and services of such units will be provided essentially for local school districts which operate educational programs in grades K-12, inclusive.

The assumptions were identified in the survey instrument to ensure comparability of responses. It is to be recognized, however, that they may have tended to bias the respondents.

A second possible major limitation of the survey relates to the design of the questionnaire. The respondents were requested to identify the major advantages and disadvantages of each of the two alternative methods of governance. This procedure may have encouraged duplication of responses or tended to encourage responding to one but not both of the two alternatives. However, the great majority of respondents included statements on both methods and these statements tended to differ appreciably, indicating that the respondents did look independently at each alternative.

A third possible major limitation of the survey instrument relates to the responses of presidents of boards of education of county school systems and area community college, area vocational-technical districts. Presidents were not asked to confer with other members of their respective boards and report what appeared to them to be a consensus of the board's opinions. It is assumed that in most cases the responses reported were those of the presidents, although some indicated that they had conferred with their boards prior to completing the questionnaire.

The most frequently mentioned advantages and disadvantages to each alternative are shown in Table 70 through Table 73. The opinions and comments of the 119 educators, or 51 per cent, who returned the questionnaire in many cases were consolidated into one general statement of advantage or disadvantage. In no instance were direct quotations used; rather, the comments were paraphrased, attempting to capture the intent of the statement.

The paraphrased comments were classified into four major headings: legal advantages and disadvantages, financial advantages and disadvantages, administrative advantages and disadvantages, and educational advantages and disadvantages.

The respondents did not consider the legal issue as an area of major concern in the determination of the type of governance of proposed multi-county regional educational service agencies.

They were more definite in their viewpoints about the financial implications of the two alternates identified in the survey. Advocates of one board suggested that this arrangement would allow for more equalized tax burdens and the elimination of one additional taxing body.

However, the majority of respondents seemed to favor the creation of separate boards, based on the belief that area community college, area vocational-technical districts and intermediate units should have control of their own budgets. Thus, in the perception of the respondents, financial allocation could be established on the basis of need, including services, personnel, and the objectives of the educational programs. Another consideration frequently cited which favored the creation of separate boards was that this system of governance would decrease the amount of conflict for funds. There was the feeling that if the budgets of the area community college, area vocational-technical districts and intermediate units were not separate, the services of the intermediate unit would be slashed in favor of the former's vocational and academic programs when financial restrictions became necessary.

Another opinion of those favoring one board was that two separate budgets would increase expenditures, due to duplication of services and staffing requirements.

Administrative considerations were given considerable attention by the respondents of the survey. One common viewpoint expressed the feeling that the creation of one board would prevent duplication of services, administrative staff, and at the same time allow for the establishment of

TABLE 70

ALTERNATE #1: ADVANTAGES OF CREATING ONE BOARD TO GOVERN THE MERGED-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY AND THE AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS

Topic	Frequency of Mention
Legal:	
Simplified election procedure with only one board.	3
One board better able to solve legal questions for entire region.	3
Financial:	
More economy--savings with only one board.	17
One board would eliminate one more taxing body.	13
One board would allow more equalized tax burdens and provide uniformity throughout region.	10
Educational:	
One board is better able to establish educational goals by providing uniformity of services, continuity of programs, develop priorities, and avoid conflict of interests.	30
Better utilization of services to local districts. Specifically mentioned were: educational TV, closed-circuit TV, planetarium, computers.	5
Administrative:	
No duplication of administrative efforts based on cooperation and coordination of efforts of one board.	47
Administration would have complete control of entire educational program, providing goals for each segment and service. In short, centralization of authority.	16

TABLE 71

ALTERNATE #1: DISADVANTAGES OF CREATING ONE BOARD TO GOVERN THE MERGED-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY AND THE AREA COMMUNITY COLLEGE, AREA VOCATIONAL-TECHNICAL DISTRICTS

Topic	Frequency of Mention
Legal:	Few opinions expressed
Financial:	
Area community college, area vocational-technical board now operating under an inadequate tax structure. Therefore, intermediate unit services would suffer.	12
Intermediate unit and area community college should have control of own budgets, based on services and personnel required.	10
Educational:	
Area community college, area vocational-technical board would consider the intermediate unit and its services as a secondary function and would reduce the services in this area while stressing the vocational aspects of the educational program.	64
One board cannot function in two specialized areas involving different kinds of students, goals and educational objectives.	44
The area community college, area vocational-technical boards are now in the process of establishing community colleges and vocational schools. This responsibility is too great to enable them to consider an additional educational program.	26
Administrative:	
Local control and interest would be lost.	26
One board would create an unwieldy and inefficient organization.	19

TABLE 71 (Continued)

Topic	Frequency of Mention
Administrative (Continued)	
Problems of a combined district too large for one school board and school administrator to handle.	40
Because area community college, area vocational-technical schools are just beginning to function as a going organization, they need all the time and energy of their school board.	20
Lay school board that meets on a part-time basis would have too much responsibility and inadequate time to comprehend the entire operation.	22

TABLE 72

ALTERNATE #2: ADVANTAGES OF CREATING A SEPARATE BOARD TO GOVERN THE MERGED-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY

Topic	Frequency of Mention
Legal:	Few opinions expressed
Financial:	
When each board is responsible for own budget, there is less of a chance for conflicts of all types. There is less danger of intermediate unit funds being slashed in favor of area community college, area vocational-technical objectives.	23
Taxing power of intermediate unit already established funds specifically for intermediate unit.	11
Educational:	
Board members and administrators are committed to elementary and secondary education. This is a specialized area of interest which needs concentrated efforts.	59
School board members elected to the intermediate unit board are knowledgeable in this area. They were elected for this purpose.	13
One board can provide better service to local districts, achieve closer liaison with local school personnel, and better recognize their needs.	22
Administrative:	
Programs in the intermediate unit are already established. Board members are experienced in these and since their replacement is gradual possible expansion is easier.	11
Administrators and special service personnel would be more familiar with local school districts' staff and pupils.	23

TABLE 72 (Continued)

Topic	Frequency of Mention
Administrative (Continued)	
Administration is simplified because range of services is confined to a specific area. This allows for more concentrated guidance and supervision of program.	32
Each board has a more defined responsibility which is still in the "manageable stage."	16

TABLE 73

ALTERNATE #2: DISADVANTAGES OF CREATING A SEPARATE BOARD TO GOVERN THE MERGED-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCY

Topic	Frequency of Mention
Legal:	Few opinions expressed
Financial:	
Expenditures will be higher--two boards and two administrators, less economy.	7
Duplicate taxing units and duplicate budgets.	5
Educational:	
Two boards may not be able to develop a continuous educational program.	8
Service personnel of intermediate unit too far away from local schools.	2
Administrative:	
Overlapping responsibility, making for confusion and conflicts. Also, overlapping jurisdiction.	45
Duplication of work and responsibility.	9

educational goals for grades K-14. Furthermore, through the creation of one board specialized services to the local school districts in areas such as educational television, closed-circuit television, and computerized services could more effectively and efficiently be offered.

In contrast to the above-mentioned advantages of one board, a larger majority of respondents expressed concern about the size and scope of this kind of an organization. It was felt that lay boards of education which meet on a part-time basis might not be able to perceive the objectives and goals of both the area community college, area vocational-technical districts and the intermediate units. In short, the respondents felt that the joint operation would be unwieldy and inefficient.

In contrast to this, it was reported by many that the creation of a separate board would permit administrative simplification because the range of educational objectives would be more confined to a specific area. This would allow, according to many of the respondents, for concentrated guidance and supervision of each educational program.

Opinions and comments regarding the educational advantages and disadvantages of both alternatives were most significant. The creation of separate boards seemed more advantageous to many of the respondents because this plan would permit both programs to develop in their own unique way, according to the separate objectives of each educational program.

Further, a number of respondents felt that by placing both educational institutions under one board, the services of the intermediate unit to local school districts would be considered as a secondary and less important function, while the educational needs of the area community college, vocational-technical schools would be stressed. This concern related to the viewpoint that one board and administrative staff would be compelled to operate in two distinct areas of education, involving different kinds of students and educational programs.

Another point frequently mentioned was that the area community college, area vocational-technical boards are just beginning to formulate their educational programs and placing an additional educational function on them at this time might make them ineffective in both areas.

Many of the respondents seemed concerned over the emphasis of interest of the lay school boards. Members of the intermediate unit board would be concerned with the elementary and secondary programs of public education, not with post high school education. The same is true with the area community college, area vocational-technical board members who would be concerned with post high school programs.

Proposed Criteria for Governance

It is recommended that an independent governing board be maintained for multi-county regional educational service agencies. This position is advocated even though these units and area community college, area vocational-technical districts might be coterminous and although close coordination is recommended on certain program objectives, for example, data processing or the possible sharing of some personnel.

While it is quite true that a single board for both institutions might enjoy certain legal and financial advantages, it appears that the welfare of both would be best assured and their effectiveness maximized if the two agencies remain separate.

This is true for a number of reasons, chief of which are the following:

1. In terms of program mix, the regional educational service agencies are oriented essentially toward elementary and secondary educational programs, whereas area community college, area vocational-technical schools are essentially oriented toward post high school programs.

2. In terms of organizational theory and practice, regional educational service agencies are essentially service agencies whereas area community college, area vocational-technical schools are primarily operational organizations. This distinction, which should not be minimized, requires that the two institutions operate under somewhat differing philosophies, organizational climate, and organizational machinery.

3. It appears that greater "expertise" can be provided through separate administrative units. It is not reasonable to expect either professional personnel or members of policy boards to be effective on such different and diverse planes.

Hopefully, measures will be taken in all areas of the state to ensure that close coordination and planning be done by both units of school government as they serve a common geographic area, and, in some cases, a common clientele. It appears that much of the machinery and processes for such close coordination and planning is already present in Iowa in that both units, as integral parts of the state system of public education, are under the immediate jurisdiction of the State Board of Public Instruction. The State Board of Public Instruction has clearly demonstrated in recent years its concern for all component parts of the state school system, and of most importance, its ability to implement long-range, statewide educational planning.

Local control and local determination are important and cherished features of the American public school system. An integral part of this concept is that public educational systems be governed by boards of representative lay people chosen by popular election and that these public bodies serve in a policy-making role in the governance of public educational institutions.

It is recommended that the governing boards of regional educational service agencies be chosen by public election for six-year terms. It is further recommended that the existing legislation limiting the number of board members to seven be changed to permit either a nine-member or eleven-member board, the decision to be based on local determination at the time the board is created. It appears that the larger board minimizes what would seem to be two conflicting views or needs, namely, that recognition be given to the "one man-one vote" concept, and that recognition be given to the geographic considerations implicit in the regional service unit. It is therefore recommended that director districts for the governing boards of multi-county regional educational service agencies be established which give recognition to both population factors and other "rational" characteristics, such as geographic area. While it is true that the larger board could present certain organizational problems, it appears that this alternative is far better than attempting to structure the governing board solely on the basis of population.

III. THE FINANCING OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES

Desirable Characteristics of Financing

The six commonly recommended characteristics of the financing of service agencies are (1) fiscal integrity, (2) fiscal independence, (3) independent tax-levying powers, (4) a right to enter into contracts, (5) authority to incur bonded indebtedness, and (6) eligibility for state financial support.

The proposed criteria concerning financing recommended in this study reflect these characteristics.

Proposed Criteria for Financing

Fiscal integrity is the delegation of full responsibility to the governing board of the multi-county regional educational service agency for determining and certifying its own budget. The existing legislation in Iowa grants fiscal integrity to the governing boards of these units and it is recommended that no changes be made.

The existing legislation in Iowa also grants fiscal independence and independent taxing authority to governing boards of multi-county units. These boards are at present delegated full responsibility to determine the purposes for which funds will be used, the amount to be expended, and have the right to certify the monies to be raised through taxation. Their decisions on these matters are not, in practice, subject to review or approval by any other body. It is recommended that the fiscal independence currently enjoyed by multi-county regional educational service agencies be continued.

Support for the regional educational service agency should come from a number of sources, including state aid, independent taxing authority, contractual agreements with local school districts, federal funds, foundation grants, and gifts. A brief description of each of these potential sources of financial support follows.

The regional educational service agency is an integral part of the state school system. These units perform a number of articulative and coordinative functions which are of benefit to the state shcool system and therefore should receive substantial state aid on an equalization basis.

In addition, justification for state aids is to be found in the fact that regional educational service agencies contribute materially to a basic fundamental state responsibility of equalizing and extending educational opportunities to all youth, regardless of place of residency. Many local school districts in Iowa are unable to provide needed services and programs to their students because of inadequate financial or student resources, and will receive these programs and services from regional educational service agencies. As such, the multi-county units perform a key role in the equalization of educational opportunities.

A second recommended source of financial support for regional educational service agencies is local tax levies on the service area. The unit, as an autonomous public corporation, should enjoy full fiscal independence and integrity. One of the most damaging obstacles to imaginative and creative programs and services of regional educational service agencies would be the legal constraints imposed on them in the form of restrictions on their fiscal independence and integrity.

It is further recommended that regional educational service agencies be prohibited, for the immediate future, from incurring bonded indebtedness for the construction of physical facilities, but rather be granted continued authority to rent and/or lease space and in addition be granted authority to enter into lease-purchase agreements. This position is taken in order that these units not compete with the newly created area community college, area vocational-technical districts who face staggering building needs in the foreseeable future and who will undoubtedly be required to secure numerous public referendums for building purposes.

A third, but minor, proposed source of financial support for regional educational service agencies should be in the form of contractual agreements with local school districts and other public and private educational agencies.

Although not desirable as a basic source of revenue, contractual agreements with local school districts are appropriate for the following general types of services:

1. Services which are of a special or temporary nature.

2. Services of a special nature which might be provided to one or more, but not most local school districts.

This does not imply that a program or service from which one or more local school districts voluntarily exempt themselves, but which is deemed to be necessary by the majority of districts, is then to be provided on a contractual basis.

Care must be exercised at all times to ensure that this form of financial support remains ancillary. This, as a basic method of financing, is undesirable for a number of reasons, chiefly:

1. It makes the regional educational service agency dependent upon "year-to-year" contractual agreements, making staffing and long-range planning difficult for both the service unit and constituent local districts.

2. It is unrealistic from the standpoint of the local school districts in that it usually places them in the untenable position of being financially unable to contract for a service when they are perhaps in greatest need of it.

Contractual agreements with other public and private educational agencies should be explored. For example, it appears that some contractual arrangements between regional educational service agencies and area community college, area vocational-technical districts might be feasible for the provision of some programs and the employment of some personnel. A number of services to other local governmental subdivisions also appear to be fruitful of exploration. Permissive legislation allowing such contractual agreements exists in Iowa.

It is proposed that the regional educational service agency continuously inventory and access its eligibility as a recipient of funds in a wide range of federal programs. This agency, operating as it does over a wide geographic region, is in a strategic position to coordinate federal programs of a regional nature.

Concerning the specific programs administered by the U.S. Department of Health, Education, and Welfare, Office of Education, it is anticipated that regional educational service agencies will continue to be utilized in the implementation of numerous programs, notably Titles I, II, III, and VI of the Elementary and Secondary Education Act of 1965.

It is imperative, however, that extensive dependence upon federal funds be minimized. Federal grant-in-aids are essentially designed to stimulate the improvement of educational programs. They are generally not intended to be on-going funding sources.

It is recommended that regional educational service agencies explore the large number of programs administered through foundation funds. It appears that the regional approach to the provision of educational programs would receive favorable audience by a large number of foundations in the state, region, and nation.

CHAPTER XI

MAJOR BENEFITS RESULTING FROM THE ESTABLISHMENT OF A NETWORK OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN THE STATE OF IOWA

I. INTRODUCTION

In the preceding chapters of Section Two the historical development and existing characteristics of county school systems in Iowa were reviewed. It was established that the needs around which the county unit of school administration were developed have materially altered. The presently existing needs of local school districts in providing a comprehensive educational program were also presented, and it was shown that the county school system as currently structured is not able to fill the necessary role of the middle echelon unit in the state school system.

Criteria for the establishment of an adequate middle echelon agency, its role and function in the state school system, and desirable characteristics of governance and financing were also presented.

If the proposed network of multi-county regional educational service agencies is developed in Iowa and if these units are allowed to function without basic structural deficiencies, several major benefits to the state system of education will result. These new units of school government can:

1. Protect and promote local control and local determination in public education.
2. Equalize and extend educational opportunities.
3. Assure economical and efficient operation of many educational programs.
4. Improve the quality of many educational programs.
5. Provide a needed change agent in education.
6. Promote the restructuring of school government consistent with developments in the public and private sectors.
7. Improve the coordination of local, regional, and statewide educational planning.

Many of the major benefits have been previously discussed in consideration of the literature, the discussion of the existing county school system, and the needs of local school districts in Iowa. Further, many were implicit in the succeeding discussion of the recommended role and function of the multi-county regional educational service agency.

The seven major benefits are summarized in this chapter in order to provide an overview of the resulting benefits to the state school system from the establishment of the proposed network of multi-county regional educational service agencies.

II. MAJOR BENEFITS

Protect and Promote Local Control And Local Determination in Public Education

Local control and local determination are important and cherished features of the American public school system. Many observers hold that these characteristics, although at present undergoing profound reassessment and redefinition, indeed profound change, are still of such import that they need to be guarded and preserved at all costs. Even should one disagree with this position, the political realities are such that local control of education, however defined and evaluated, will continue to be a critical concern of many.

The multi-county regional educational service agency, as structured in existing legislation in Iowa and as recommended in this study, is basically a local agency. While it performs certain ministerial and regulatory duties for the State Department of Public Instruction, it aids in adapting these to local needs and local circumstances.

Further, the multi-county regional educational service agency, by equalizing and extending educational opportunities through its programs and services for constituent local school districts, makes these districts stronger units while retaining maximum policy determination at the local level.

Equalize and Extend Educational Opportunities

A second major benefit to be derived from the establishment of a strong network of multi-county regional educational service agencies is that such a network can help to equalize and extend educational opportunities for all children.

The provision of programs and services to constituent local school districts, who, because of limited student population, limited financial resources, and/or lack of specialized professional personnel, are unable to provide an adequate program will serve to equalize educational opportunity for all children regardless of birthright. The "accident of birth" is perhaps more basic in education than in any other single area of human activity. It must be removed as a serious problem in education.

Further, the shortcomings of instructional programs in many schools are recognized. The multi-county regional educational service agency through the provision of supplementary programs and services can help to extend the educational programs of local school districts. Related to this is the recognition that not all children benefit most by the same educational program. Some children need more instructional attention than others in grades K-12. In addition, many school children require special types of instructional programs in order to receive "an equal educational opportunity." The multi-county regional educational service agency through its supplemental and consultative programs and services can help local school districts to provide the "best" educational program for each child.

Assure Economical and Efficient Operation Of Many Educational Programs

A third major benefit which can be realized through the establishment of multi-county regional educational service agencies is the more economical and efficient operation of many educational programs and services on a larger scale. Exemplary of the types of programs which are best suited to the regional approach are many administrative and business management functions, such as joint purchasing and data processing, in-service programs for professional and non-professional personnel, and many programs for exceptional children. The profession,in view of the severe competition for financial resources, can no longer ignore "economics of scale" which have application for education. Nor can the profession fail to implement procedures which promote the more efficient utilization of human and financial resources in face of demands for more comprehensive educational programs.

Improve the Quality of Many Educational Programs

A fourth major benefit which can result from the establishment of multi-county regional educational service agencies is the improvement of the quality of many educational programs. The regional agency, operating on a broader base, serving a larger student population, and having greater financial assets will be able to attract highly qualified personnel to serve in consultative as well as functional roles in assisting constituent local school districts, both large and small, to improve the quality of their educational programs through the provision of needed programs and services to both.

Provide a Needed Change Agent in Education

Another major benefit which can result from the establishment of multi-county regional educational service agencies relates to organizational theory. A state school system is in need of a unit which is free from the inhibiting restrictions which accompany an organization with narrow focus, a unit which is free from the inadequacies of finance, personnel, and time, and free from the encumbrances of custom which impede innovative effort.

So, too, is education in desperate need of a structured, systematic vehicle to implement change. This will require, among other things, a planned means whereby an organizational unit in the state system of education is in both a strategic position and is capable of assessing and evaluating developments in all sectors of society, and, at the same time, is flexible enough to adapt its program to needed change. Local school district officials, by the very nature of the organization they administer, must devote a disproportionate amount of time and energy to "maintaining the organization." The state education agency tends to be similarly restricted. It appears that the multi-county regional educational service agency has the necessary organizational features to play a significant role in promoting change in the state system of education.

The limited research on innovation in education which has been conducted has not yet established all of the conditions necessary for the stimulation of change. More is known, however, about the elements in an educational institution which tend to inhibit change. These elements include traditionalism, accepting the status quo, educational bureaucracy, insufficient financial resources, insufficient number and quality of personnel, insufficient time, and community apathy or resistance.

It cannot be guaranteed that the multi-county regional educational service agency can overcome these elements and serve successfully as a needed change agent. However, it appears that the structural characteristics of these units as envisioned in this report can do much to minimize many of the elements which are known to inhibit change.

Promote the Restructuring of School Government Consistent With Developments in the Public and Private Sectors

Educational concerns do not exist in a vacuum. Thus, they must reflect developments in other areas of human activity. Since education is dependent upon public support and understanding and since it serves a common clientele with other public and private agencies, it is important that the restructuring of school government be consistent with discernible trends in the public and private sectors. Further, this is true because many problems of education are not confined to the classroom, the local school district, or even the region. They are affected by socio-economic and political developments in the state and nation as well.

A number of discernible trends in the public and private sectors are apparent which must be reflected in the reconfiguration of school government. Several of the more significant trends which relate to the restructuring of the middle echelon unit of school government are:

1. The area function concept which approaches economic planning and development and the solution of socio-economic problems on a regional basis. In Iowa, economists have developed the implementation of this concept around the state's major cities, advocating that economic planning and development be initiated around these core cities.

2. Sociologists in Iowa are similarly advocating that the provision of many social and health services be carried out utilizing the same center-city concept. A number of the state's governmental, social, health, and mental health agencies have redesigned their state organizations, incorporating one or more features of the center-city concept. There is evidence of considerable public support for these developments.

3. In school government, the newly created area community college, area vocational-technical districts give recognition to the center-city concept. Further, the State Board of Public Instruction has also utilized area education districts in the development and implementation of state planning for titles II, III, and VI of the Elementary and Secondary Act of 1965.

4. Iowa, which has been considered largely a rural state, will have by 1980, according to nearly all population projections, over 50 per cent of its people concentrated in approximately ten standard metropolitan statistical areas.

5. In government generally, political scientists and public administrators have for many years advocated the broader approach to the provision of public services and the solution of governmental problems. This has taken a number of forms, among which are numerous proposals for the reorganization of county government to encompass a broader area in order to provide services more efficiently, effectively and economically. Consistent with this, Iowa now has permissive legislation allowing the creation of regional hospitals and penal institutions.

6. A number of federal programs, both within and outside of the Office of Education, encourage, and in many cases prescribe, that programs embrace the "area or regional concept." Examples of the latter include many conservation programs, flood control programs, mental health programs, highway improvement programs, metropolitan planning programs, and urban and rural planning programs.

7. Recent interest in intergovernmental relations on the federal-state, interstate, state-local, and inter-local levels is increasing. Legislation in many states, including Iowa, permits, and in fact, encourages joint planning by governmental subdivisions, joint exercise of governmental powers, and joint employment of personnel. This trend is based in large part on the recognition that planning and implementation of programs which are in many cases directed toward identical services, purposes, and achievements, and that cooperation and coordination among and between governmental agencies is essential.

8. The increasing need for specialization is evident in many areas of society. Similarly increased specialization on the part of personnel in education is required, due to the growing complexity of educational tasks.

Improve the Coordination of Local, Regional, And Statewide Educational Planning

A final major benefit resulting from the establishment of multi-county regional educational service agencies is the improved coordination of educational planning on the local, regional, and statewide levels.

On the local plane, the regional agency can assist local school districts, through the provision of consultative and supportive services, in long-range planning and program development with the assurance that needed programs and services will be available on a consistent and continuous basis.

Regional educational planning can be facilitated through research and development, planning, and coordinative efforts by the regional educational service agency for the local school districts within its constituency. Further, the multi-county unit is in an ideal position to bring about cooperation and coordination with other governmental subdivisions and quasi-governmental agencies within a region principally because it is less restricted by existing political boundaries or other "artificial" constraints.

Multi-county regional educational service agencies will greatly assist statewide educational planning in that these units will provide the state educational agency with a small number of "local" agenices which can serve in a communicative capacity to the state agency because of their closeness to local school districts and their resulting awareness of need. Further, these agencies can serve in a coordinative capacity for the implementation of long-range statewide planning because of their consultative and supplementary service role to local school districts.

CHAPTER XII

A PROPOSED STATE LEGISLATIVE ACTION PROGRAM

I. INTRODUCTION

The inadequacies of the existing county school systems in Iowa in serving the needs of local school districts have been established. Criteria concerning the establishment, role and function, and governance and financing of a network of multi-county regional educational service agencies have been outlined. Iowa has, at present, permissive legislation permitting the restructuring of these units. The existing legislation, however, does not make adequate provision for all of the aspects which are important to the creation of comprehensive and functional multi-county regional educational service agencies. Further, there are certain structural deficiencies in the existing permissive legislation which need to be corrected.

It is the purpose of Chapter XII to summarize the criteria concerning the establishment, role and function, and governance and financing of multi-county regional educational service agencies as a basis for a state legislative action program. Proposals for changes in the existing legislation are then discussed. The recommended role of the State Board of Public Instruction and the State Department of Public Instruction during the transition period is considered. In view of the fact that successful social or political action programs require careful planning, a proposed information action program designed to secure the necessary professional and public support concludes the chapter.

II. A SUMMARY OF THE CRITERIA CONCERNING THE ESTABLISHMENT, ROLE AND FUNCTION, AND GOVERNANCE AND FINANCING OF MULTI-COUNTY REGIONAL EDUCATIONAL SERVICE AGENCIES IN IOWA AS A BASIS FOR A STATE LEGISLATIVE ACTION PROGRAM

The criteria concerning the establishment, role and function, and governance and financing of multi-county regional educational service agencies are summarized below in order to serve as a basis for presentation of needed changes in existing legislation.

Criteria Relating to Establishment

The following criteria relating to the establishment of multi-county regional educational service agencies are proposed:

1. All areas of the state shall be included in a multi-county regional educational service agency.

2. No school district shall be exempt from the multi-county regional educational service agency and all districts shall be eligible for all services of the unit.

3. The establishment of multi-county regional educational service agencies shall be voluntary initially. If after a reasonable time, a three-year period, it appears that voluntary mergers of county school systems are ineffective, either because they occur too slowly or because the mergers which do take place are not consistent with the criteria, then the creation of multi-county regional educational service agencies shall be mandated by legislative action.

4. The multi-county regional educational service agency shall have a minimum public school enrollment in grades K-12 of 30,000 students.

5. The multi-county regional educational service agency shall have a minimum assessed valuation of $300,000,000.

6. The multi-county regional educational service agency shall have a maximum of one-hour driving time from the service center(s) to local public school districts in the area served.

7. The multi-county regional educational service agency shall have a minimum total population of 100,000.

8. The multi-county regional educational service agency shall have a minimum of 1,200 professional personnel in the local public school districts in the area served.

Criteria Relating to Role and Function

The role and function of the multi-county regional educational service agency is proposed in the following criteria:

1. The multi-county regional educational service agency shall be an integral part of the state school system.

2. The function of the multi-county regional educational service agency shall be based on the needs of the local school districts and community served and shall remain "reasonably" flexible. Thus, few specific functions of these units shall be prescribed and efforts shall be made to guard against a fixed pattern or scope of services which all units shall provide.

3. The multi-county regional educational service agency shall perform articulative functions, coordinative functions, and supplemental service functions in the state school system.

4. The multi-county regional educational service agency shall provide direct educational services for local school districts unable to provide these services efficiently, effectively, and economically.

5. The multi-county regional educational service agency shall give important consideration to the provision of "reasonable" uniformity of educational opportunities to all citizens of the area served.

6. The services of the multi-county regional educational service agency shall be coordinated with other educational agencies and avoid duplication of functions of other units in the state school system.

7. The services of the multi-county regional educational service agency shall be physically and operationally accessible to constituent local school districts and to the community served.

8. The programs and services of multi-county regional educational service agencies shall be based on detailed study and analysis, and shall be reviewed and evaluated on a periodic, systematic basis to determine changing needs and the effectiveness of current programs. Continuous evaluation and assessment shall be built-in processes in which the constituent local school districts shall play a major role.

Criteria Relating to Governance and Financing

Proposed criteria concerning the governance and financing of the multi-county regional educational service agency follow:

1. The multi-county regional educational service agency shall fall under the jurisdiction of the State Board of Public Instruction.

2. The Iowa General Assembly shall empower the State Board of Public Instruction to establish such rules, regulations, and standards as may be desirable for the effective administration and operation of the multi-county regional educational service agency.

3. The multi-county regional educational service agency shall be governed by an independent board of nine or eleven members, the decision on the number to be based on local determination at the time the board is created, with provision to change this decision every six years.

4. The governing boards of multi-county regional educational service agencies shall be chosen at public election for six-year terms.

5. The director districts for the governing boards of multi-county regional agencies shall give recognition both to the population factor and to the geographic area of the unit.

6. The governing board shall have the authority to appoint the chief administrative officer who shall hold the highest certification endorsement in the state, and other personnel on the recommendation of the chief administrative officer.

7. The governing board shall have authority to develop its own rules and regulations for the effective administration and operation of the unit, subject to the policies of the State Board of Public Instruction and statutory and constitutional considerations.

8. The members of the governing board of the multi-county regional educational service agency shall be reimbursed for expenditures incurred in attending regular and special meetings of the board of education and all other expenditures incurred in the performance of their official duties.

9. The governing board of the multi-county regional educational service agency shall be delegated fiscal integrity and fiscal independence. It shall have full responsibility to determine and certify its own budget, and levy taxes.

10. The multi-county regional educational service agency shall be eligible for state aid on an equalization basis.

11. The multi-county regional educational service agency shall be permitted to enter into contractual agreements with constituent local school districts and other public and private agencies.

12. The multi-county regional educational service agency shall be eligible for federal monies, gifts, and grants. In regard to federal programs, the multi-county regional educational service agency shall be designated as a local school district.

13. The multi-county regional educational service agencies shall not be allowed, in the immediate future, to incur bonded indebtedness for the construction of physical facilities. In the interim, they shall be granted authority to rent, lease, and/or lease-purchase physical facilities.

14. Local constituent school districts shall be empowered to enter into contractual agreements and to expend funds for the support of services and programs provided by the multi-county regional educational service agency.

III. NEEDED CHANGES IN EXISTING LEGISLATION

The existing permissive legislation in Iowa permitting the formation of multi-county regional educational service agencies does not adequately provide for all proposed criteria, and in addition, the present legislation has certain structural features which might impede the smooth transition from a middle echelon structure composed essentially of single-county school systems to one consisting of multi-county regional educational service agencies.

In this section needed changes in the existing legislation which are primarily based on the proposed criteria are recommended. Implicit in the proposed legislation is recognition that the present legislation relating to the county school system and joint-county systems is basically very sound and thus provides a suitable framework from which to build.

Provisions of Section 273.22, Code of Iowa, 1966, relative to merger of county school systems to form joint-county systems shall be followed in the formation of multi-county regional educational service agencies provided that the following additions or deletions are accomplished by appropriate amendments:

1. A county board of education shall have the authority to merge a county school system or portion thereof with a contiguous county school system(s), or with contiguous portions of contiguous county school systems,

or with contiguous joint-county system(s), provided the conditions hereinafter stated are satisfied:

a. When a merger results in a division of a county school system, the division shall be along local school district boundary lines.

b. No local school district shall be a part of more than one joint-county system. The State Board of Public Instruction shall have the power to adjust the boundaries of a joint-county system so that no local school district shall be a part of more than one joint-county system.

c. When a merger results in a division of a county school system, with the major portion of the county school system being a part of the merger, the State Board of Public Instruction shall have the authority to attach to a contiguous county school system(s) or joint-county system(s) the portion(s) remaining from said county school system(s).

d. When a minor portion of a county school system is merged to become a part of a joint-county system, the county board of education of the remaining portion of that county school system shall reapportion itself into appropriate director districts in accordance with Section 273.3.

2. A joint-county system shall have the authority to merge with another joint-county system; or with county school systems or portions thereof, as stated in 1, above.

3. Joint-county systems which shall be established shall fall within the boundaries of area community college, area vocational districts established under the provisions of Chapter 280A, Code of Iowa, 1966. Nothing in this provision shall prohibit the merging into a joint-county system of the entire area of one or more area community college, area vocational districts.

4. Any proposal to form a joint-county system shall be submitted to the State Board of Public Instruction for approval, which approval shall be given only upon proper showing that the following minimum criteria for merger have been met:

a. Criteria for establishment:

(1) Public school enrollment in grades K-12 of 30,000 students.
(2) Assessed valuation $300,000,000.
(3) Maximum one-hour driving time from the service center(s) to local public school districts in the area served.

(4) Total population of 100,000.
(5) Professional personnel totaling 1,200 in the local school districts in the area served.

b. The plans submitted to the State Board of Public Instruction shall include the following additional information:

(1) Area to be included (geographic limits).
(2) Location of the service center(s) of the proposed merged area.
(3) Number and boundaries of director districts.
(4) Such additional information as the State Board of Public Instruction by administrative rule may require.
(5) Proposed name(s) of the merged area.

5. The joint board of education shall consist of nine or eleven members, this decision to be based on local determination, with provision to change this decision every six years, with not more than two members to be elected at large, and the remainder of the members to be nominated by and elected from director districts based on a proper consideration of population and other "rational" factors. Procedures for changing the number of board members shall be developed by the State Board of Public Instruction and shall include provision for this body to approve all such changes.

6. Section 273.22, sub-section 1, Code of Iowa, 1966, shall be amended to read: The merged county school system shall be known as the "regional educational service agency, number (to be assigned by the State Board of Public Instruction)" with which name and number the unit shall be legally identified.

7. Section 273.22, sub-section 2, Code of Iowa, 1966, shall be amended to read: The merged system shall have one tax base made up of the combined tax base of the respective county school systems or portions of county school systems.

8. Section 273.22, sub-section 7, Code of Iowa, 1966, shall be amended to read: The joint board shall have the authority to provide adequate office facilities by renting, or leasing, or entering into lease-purchase agreements for a period not to exceed ten years.

9. The fiscal year for a joint county system shall be the period beginning July 1 and ending the next June 30.

10. The budget for the joint county system shall be submitted to the county auditor of the county in which the central office of the joint county system is located, who will have the responsibility of prorating the

amount to be raised by local taxation among the respective counties or parts thereof, in the proportion that the taxable property in each county or part thereof bears to the total value of the taxable property in the joint-county system.

11. Official publications of the joint-county system shall be published in a legal newspaper of general circulation in the area served by the unit.

12. Taxes collected pursuant to such levy shall be paid by the respective county treasurer to the treasurer of the joint-county system in the same manner that other school taxes are paid to local school districts.

13. A joint-county system board of directors shall be authorized to appoint a secretary and treasurer for said joint system who shall serve for a two-year term.

14. Upon inclusion of the major portion of a county school system in a joint-county system, the responsibility for all records of said county system shall be transferred to the board of directors of the joint-county system.

15. When a county school system is included in its entirety in a joint-county system, all assets and liabilities of that county school system shall be transferred to the said joint-county system.

16. When a county school system is included in part in one or more joint-county systems, a division of assets and liabilities of said county school system shall be made in general agreement with Section 275.29-275.30, Code of Iowa, 1966.

17. The merger of joint-county systems shall be voluntary for a three-year period. If after this time voluntary mergers are ineffective because they occur too slowly, then merger shall be mandated.

18. When a statewide network of joint-county school systems has been developed, either through existing permissive legislation or mandate, all areas of the state shall be included, no local school districts shall be exempt from a joint-county system, and all local school districts shall be eligible for all programs and services of the joint-county system.

19. The members of the governing board of the joint-county system shall be reimbursed for expenditures incurred in attending regular and special meetings of the board of education and all other expenditures incurred in the performance of their official duties.

20. A joint-county system board of education shall be authorized to retain legal counsel.

IV. ROLE OF THE STATE BOARD OF PUBLIC INSTRUCTION AND THE STATE DEPARTMENT OF PUBLIC INSTRUCTION DURING THE TRANSITION PERIOD

Until the recommended program of legislative action is enacted and implemented, and during the period in which the network of multi-county regional educational service agencies is established in Iowa, certain considerations of the transition process can effectively be met through the roles of the State Board of Public Instruction and the State Department of Public Instruction.

At the present time, the State Board of Public Instruction is operating under a policy statement adopted in 1966 which contains these major provisions:

1. Only those mergers of joint-county school systems which fall within the framework of area community college, area vocational districts will be approved.

2. Joint-county agreements for the employment of a county superintendent will be approved only for a one-year period.

3. Joint-county agreements for the administration and operation of special education programs will be approved only for a one-year period.

4. All possible encouragement of merged joint-county systems under the provisions of Section 732.22, Code of Iowa, will be given.

In addition, the State Board of Public Instruction and State Department of Public Instruction have incorporated the regional concept in the development of a number of major activities involving statewide educational planning in recent years. Illustrative of this are the following:

1. The establishment of sixteen Areas for the Improvement of Education in Iowa schools.

2. The implementation of legislation creating the area community college, area vocational districts.

3. The application of Titles II, III, and VI of the Elementary and Secondary Education Act of 1965.

4. The use of regional depositories for equipment and apparatus for the education of exceptional children.

These activities are exemplary of the leadership role that can be played by a state educational agency. Of importance in this discussion is that the policy statement of the State Board of Public Instruction and regulatory actions by the State Department of Public Instruction provide the necessary framework for a smooth transition as Iowa restructures its middle echelon level of school administration. These efforts are laudatory and should be continued.

One recommended procedure which should be considered by the State Department of Public Instruction is the official designation of a staff member to coordinate its activities in assisting officials of county school systems by devoting his full attention to aspects of the development of multi-county regional educational service agencies.

V. A PROPOSED PUBLIC INFORMATION PROGRAM

The Need For a Public Information Program

It is the purpose of this section to propose a public information program that will result in widespread public and professional interest and support in the movement to restructure the county school system.

There has perhaps never been a time in the history of education in Iowa when there has been as much interest in a restructuring of the county school system. This interest has been expressed by the profession, legislative leaders, and the public.

Yet it is a truism that successful social or political action programs do not just "happen" but are carefully planned. There is considerable empirical evidence that successful action programs have certain common elements which tend to follow one another in rather clear, identifiable, sequential steps.

Elements of a Public Information Program

Most social and political action programs have certain common elements which tend to follow one another in an identifiable sequence. The elements and sequential steps identified by political scientists and sociologists who have dealt with this problem extensively vary, but most typically include the following:

1. Convergence of interest in the social or political project.

2. Establishment of an initiating group.

3. Legitimization and sponsorship of the social or political action project.

4. Establishment of a plan and a structure to carry out the plan.

5. Mobilization of resources.

6. Fulfillment of the plan.

Three central concepts for each of the above elements are also frequently suggested by writers in the field of social and political action. These are: the initial planning of the total action program, and subsequent detailed planning of each step; complete and accurate communication; and periodic and systematic review and evaluation.

Recognition of the elements identified above is to be found in the recommendations proposed in the three remaining topics of this section, the organization of a state public information committee, recommended activities of the committee, and a recommended plan of action.

The Organization of a State Public Information Committee

It is recommended that a State Public Information Committee be established to provide leadership and stimulus to the public information program for as long as this function is necessary.

Membership. The State Public Information Committee should be composed of not more than fifteen members, chosen for two-year terms and selected as follows:

1. Five members of the Iowa Association of County Superintendents; nominated by the current president.

2. Two members of the Iowa Association of School Administrators; nominated by the current president.

3. Two members of the Iowa Association of School Boards; nominated by the current president of the association.

4. Two members of the State Department of Public Instruction; nominated by the state superintendent.

5. One representative each from the four graduate institutions of higher education offering programs in educational administration; nomi-

nated by the chairman of the department or division of educational administration.

Reappointment to the committee should be permissible and is perhaps advisable for some members following the first term, in order to provide continuity.

Ex officio membership should be extended to representatives from various other educational organizations and agencies in both the public and private sectors.

Officers. The State Public Information Committee should have a chairman elected by the committee, an elected vice-chairman to serve in the absence of the chairman, and a secretary appointed by the chairman. Terms of office should be for one year with reelection permissible.

The chairman should be empowered to name such ad hoc subcommittees as he deems necessary. Membership on subcommittees should not be restricted to members of the State Public Information Committee.

Meetings. The State Public Information Committee should hold a minimum of four meetings a year. It is suggested that meeting dates be scheduled to coincide with other professional state meetings.

Consultants. It is recommended that the State Public Information Committee make liberal use of consultants to assist the committee in the performance of its work. These consultants might be drawn from state and national professional organizations, and resource persons from public relations staffs of professional and non-professional organizations.

Recommended Activities of the Committee

The effectiveness of the State Public Information Committee will to a considerable extent be dependent upon the manner in which its activities are well planned and the degree of competency in which the activities are performed.

The following recommended activities are offered as planning guidelines to the State Public Information Committee in the development of its work. It is emphasized that the main purpose of identifying the general nature of the recommended activities is that the committee recognizes the multi-dimensional aspects of its function. Nor are the recommended guidelines to be viewed as a set of recommendations to be necessarily followed sequentially or meticulously.

Identify the Publics to be Reached. It is important that the various publics to be reached in the state are identified and an appraisal made of the general and specific needs these publics have.

Determine Methods of Reaching Specific Publics. A number of ways to reach specific publics are available. Typically these include the following:

1. Development of printed materials such as descriptive brochures on the concept of the regional educational service agency, newsletters, and reprints of pertinent articles and speeches.

2. Utilization of news media such as provision for newspaper coverage of all meetings; preparation of interpretative articles for the news media; and assistance to committee members in identifying persons on newspaper, radio, and television staffs who are interested in coverage of educational matters.

3. Utilization of speakers such as the organization of a speaker's bureau and the development of a speaker's kit arranging for committee members to appear as speakers in a variety of professional and other meetings,and establishing a clearinghouse to receive and utilize any information about the regional educational service agency movement in the state.

4. Planning group visitations such as tours of outstanding units in Iowa for committee members, local school district personnel, county and local boards of education, and other interested individuals.

5. Planning personal contacts such as individual or small-committee group visits with state legislators, governmental officials, professional personnel, and other key people and groups in the state.

6. Conducting special meetings and conferences such as planning special meetings with the executive committees of all educational, health, and social agencies and organizations in the state; and providing for a summer workshop for county school superintendents and staffs.

Determine Who Will Contact the Various Publics. The specific public to be reached and the method by which each public is to be reached will most often dictate who will make the contact.

Determine the Most Appropriate Time to Reach the Public. The best time to reach a specific public is generally determined by the nature of the specific public. In planning contacts, recognition should be given to other major activities in the state, within and outside of education.

Make Periodic and Systematic Appraisals of Committee Activities. The State Public Information Committee should continually evaluate its program in order to ascertain the effectiveness of its activities, provide a structured basis for improvement, and effectively assess new developments.

A Proposed Timetable for Major Committee Activities

The need for an ongoing, continuous public information program is crucial. All to often, education has been guilty of doing little to gain public support until it is needed to meet a specific crisis or to apply pressure on the state legislature to enact specific legislation needed by education. It is hoped that this general practice can be avoided in relation to the development of multi-county regional educational service agencies.

However, there is a particular need for a concentrated public information program during the next two years in regard to the movement to create a statewide network of regional educational service agencies in Iowa.

In recognition of this, a timetable is proposed which identifies the major activities that should be conducted by the committee. The proposed timetable is shown in Table 74.

TABLE 74

PROPOSED TIMETABLE OF MAJOR ACTIVITIES OF THE STATE PUBLIC INFORMATION COMMITTEE

October, 1967 - July, 1969

Year	Month	Activity
1967	October	Organized State Public Information Committee. Develop plan of action.
1967	November	Develop speakers bureau and basic descriptive materials for use in speakers kit.
1968	February	Conduct orientation session with various education, health, and social organizations and agencies.
1968	April	Organize tours of outstanding units in Iowa.
1968	May	Review position papers from various educational, health, and social organizations and agencies.
1968	July	Hold summer workshop for county superintendents of schools and county staff. Evaluate activities.
1968	September	Conduct orientation sessions with state legislators. Hold orientation sessions with various educational, health, and social organizations and agencies.
1968	December	Conduct orientation sessions with state legislators.
1969	January	Develop final legislative action program.
1969	March	Conduct orientation sessions with state legislators. Conduct orientation sessions with various educational, health, and social organizations and agencies.
1969	July	Hold summer workshop for county superintendents of schools and county staffs. Evaluate activities.